



# 2015-2035 Draft General Plan

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# City of Costa Mesa 2015-2035 General Plan

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*Looking west along 19<sup>th</sup> Street with Newport Boulevard in the foreground.*

## Chapter 1:

# Introduction

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## Costa Mesa: Moving Forward

This Costa Mesa General Plan establishes the long-range planning and policy direction that guides change and preserves the qualities that define our community. The 2035 General Plan sets forth the Vision for Costa Mesa for the next two decades. This Vision recognizes that Costa Mesa's focus remains on protecting and enhancing our diverse residential neighborhoods, accommodating an array of businesses that both serve local needs and attract regional and international spending, and continuing to provide cultural, educational, social, and recreational amenities that contribute to the quality of life in the community. Over the long term, General Plan implementation will ensure that development decisions and improvements to public and private infrastructure are consistent with the goals, objectives, and policies contained in this Plan.

**Introduction**

The City adopted its first General Plan in 1957, four years after incorporation and before State law required such plans. This forthrightness illustrated the community’s resolve to plan a City structure that creates success, rather than simply react to development proposals. The second General Plan was prepared in 1970 to set the course of anticipated development of the quickly disappearing agricultural lands. The Plan was comprehensively amended in 1981, 1992, and 2002. This General Plan 2035 largely incorporates the goals, policies, and objectives set forth in the 2002 General Plan, with focused changes made to create a more multimodal circulation network and encourage reinvestment in districts and neighborhoods where it is most needed.

**Purpose**

The State of California requires every city and county to prepare and adopt a comprehensive general plan that is “an integrated, internally consistent, and compatible statement of policies” to address all issues that affect the physical development of the community, as well as land outside its boundaries that potentially affect long-term planning (Government Code Section 65300 et seq.). The role of a general plan is to act as a “constitution” for development, the foundation upon which all land use and related decisions are based.

All general plans must meet minimum requirements stipulated in the Government Code. Most specifically, the general plan is required to address the following topics, or “elements:” Land Use, Housing, Circulation, Open Space, Conservation, Noise, and Safety. Each jurisdiction has the authority to include additional elements for issues important to the long-term development of the community, such as, for example, historic preservation, air quality, or arts and culture. Under the law, any optional elements have the same weight as the mandatory elements regarding adopted policy. Also, every jurisdiction has flexibility in determining how to organize its general plan, provided all required components specified in the Government Code area addressed.

The Costa Mesa General Plan consists of 10 elements, identified in Table I-1.

**Table I-1: General Plan Structure**

Costa Mesa General Plan Elements	Required by State Law	Optional Elements
Land Use Element	☐	
Circulation Element	☐	
Housing Element	☐	
Conservation Element	☐	
Noise Element	☐	
Safety Element	☐	
Open Space and Recreation Element	☐	
Growth Management Element		☐
Community Design Element		☐
Historical and Cultural Resources Element		☐

## Community Engagement: The Great Reach

During 2012-2015, the City conducted an in-depth community engagement process— “The Great Reach” —that involved a broad and diverse constituency to refine the community vision and to identify where targeted change was warranted and desired. Great Reach events included 10 community workshops held early in the General Plan development process and widely attended by residents, property owners, the development community, and social service interests. The topics discussed varied by workshop, with intensive sessions focused on topics of the greatest and immediate public concerns: parks and open spaces, traffic, bicycling, and community safety. From these workshops, the exchange of ideas helped identify strongly held community values and aspirations.

## Planning Commission and City Council Involvement

The Great Reach extended to the City Council and Planning Commission in a series of workshops and study sessions held in 2014 and 2015: three joint City

## Introduction

Council/Planning Commission workshops, three study sessions with City Council, and one study session with Planning Commission. From the workshops and study sessions, the community decided upon a refined Vision statement which emphasized the widely held desire to resolve targeted land use and mobility issues as the anchoring point for the 2035 General Plan.



*The Great Reach General Plan public workshops included 10 meetings held at various locations and times to maximize participation by residents and stakeholders*



## Bikeway and Walkability Committee

One of the outcomes of the workshops in 2015 was the formation of the Bikeway and Walkability Committee, composed of 13 members appointed by the City Council. The Committee was tasked with crafting the goals, objectives, policies, and programs for the City's first Bicycle and Pedestrian Master Plan. Community members and decision makers involved in the process expressed that Costa Mesa should have transportation and recreational infrastructure that easily accommodates bicyclists and pedestrians.

## General Plan Vision

Through the Great Reach process, the community participants helped craft this refined Vision for Costa Mesa.

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### *Costa Mesa: A Vision for Land Use and Mobility*

Costa Mesa is a vibrant community where residents and visitors can enjoy all that our City has to offer. From the youthful and eclectic to the established and historical, our community features opportunities that are unparalleled in Southern California. Our neighborhoods are diverse, distinctive, and safe. Our commercial districts offer world-class shopping and are home to thriving businesses – from the creative class to technology and automotive ventures. Every day, hundreds of children and adults enjoy our abundant parks and open spaces. The City offers exciting and unique cultural opportunities that draw visitors from all over Southern California and enrich the lives of our residents. The founding principles that established our community as a great place to live and own a business are still in place. We anticipate, adapt, and plan ahead. As a result, we are able to respond to regional influences in ways that will continue to move Costa Mesa in positive directions. The City ensures that new development is economically and environmentally sustainable, and is compatible in scale and character with our neighborhoods.

### *Housing Our Residents*

We pride ourselves in being inclusive, multi-generational, and economically and culturally diverse. Our neighborhoods reflect this diversity, both in terms of the range of available housing types and household composition. From single-family homes to apartments to live/work units, residents have many choices of creative living spaces. As our community grows and develops, we aim to increase homeownership opportunities.

### *Sustaining Our Economy*

A healthy economy leads to a thriving community. We foster conditions that support a modern and diverse economy—one that retains and attracts new businesses and industries and cultivates innovation. Costa Mesa’s reputation as a well-known shopping destination represents just one part of our economic base. Local businesses, industrial districts, and urban-scale office complexes thrive in our business-friendly culture. This robust economy attracts investment and provides employment for all skills and educational

## **Introduction**

levels. A healthy tax base sustains the ability of the City to provide high-quality services.

### *Providing Great Open Spaces*

Parks and open spaces contribute to the health of our residents, ecosystems, and the environment. We plan for sensible growth while preserving natural open spaces. These natural open spaces are protected to continue to provide valuable functions as habitat, resource conservation/protection, and places of education. The City's commitment to well-maintained parks will ensure that the residents can continue to enjoy them. At the same time, we are committed to providing spaces for residents in all life stages within these parks for flexible new gathering spaces adaptable to evolving needs.

### *Celebrating Cultural Life*

Costa Mesa is a City of the Arts; we are "the place" to experience and enjoy visual and performing arts and cultural events. We treasure learning and education and express this through enhancement of traditional and non-traditional learning environments, including our libraries, parks, and open spaces. The City supports intellectual and artistic creativity and celebrates Costa Mesa's historical assets. Through these, we continue to cultivate cultural enrichment and lifelong learning.

### *Moving in and around the City*

As a city served by freeways and regional travel corridors, Costa Mesa recognizes that vehicles moving through Costa Mesa can be headed to other destinations. We create improvements that channel this traffic so that our businesses have easy access, our neighborhoods are protected, and bicycles and pedestrians can move freely. To achieve this, we place transit, bicycle, and pedestrian connectivity on par with traditional roadway improvements. We plan accordingly so that our residents can get around easily without a car, and recreational cyclists have many opportunities to enjoy the outdoors. We manage land use intensity so that vehicle demand never exceeds planned capacity.

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# Community Profile

## Location and Setting

Costa Mesa is located in central Orange County, adjacent to the Santa Ana River and just one mile from the Pacific Ocean. Figure I-1 identifies the City's regional location in Orange County. The City connects easily to the region via several freeways: the San Diego Freeway (I-405), which bisects the northerly portion of the City; the Costa Mesa Freeway (SR-55), which travels north to south and terminates at 19<sup>th</sup> Street; and the Corona del Mar Freeway (SR-73), which starts at I-405 and extends southeast to south Orange County. The neighboring cities of Santa Ana, Irvine, Newport Beach, Huntington Beach, and Fountain Valley share the regional arterial roadway network that services Costa Mesa. Orange County John Wayne Airport, located along the eastern edge of Costa Mesa, provides easy connections beyond the region.

The corporate City limits encompass 15.8 square miles. The General Plan Planning Area consists of the incorporated City limits and unincorporated areas—the so-called sphere of influence—which are under Orange County's authority but have a bearing on Costa Mesa due to immediate proximity. The Planning Area total is approximately 16.2 square miles (nearly 10,368 acres). Figure I-2 identifies the Planning Area.

*Overlooking the South Coast  
Metro skyline*



Photo source: Amoeba Blog (<http://www.amoeba.com/>)

Introduction

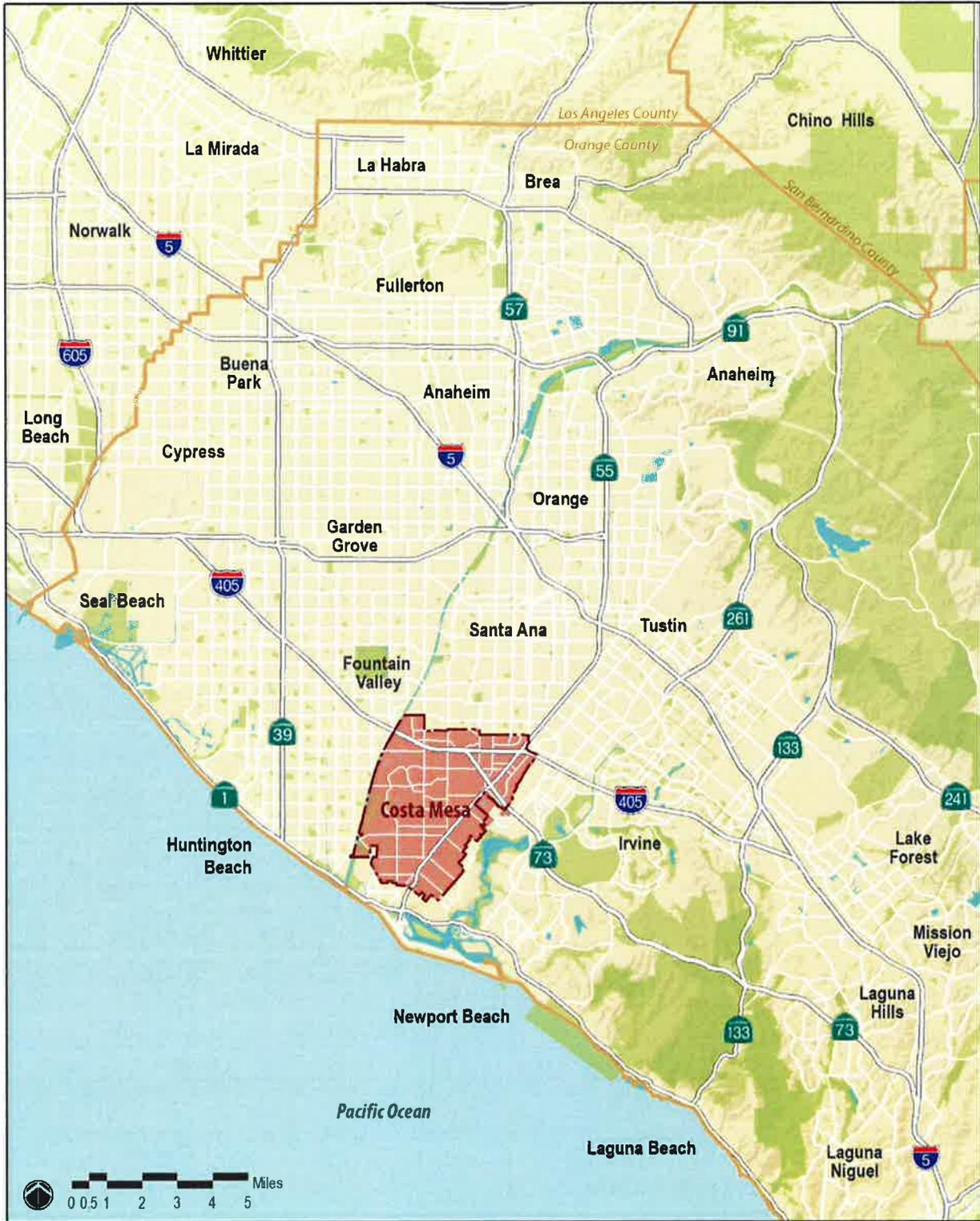
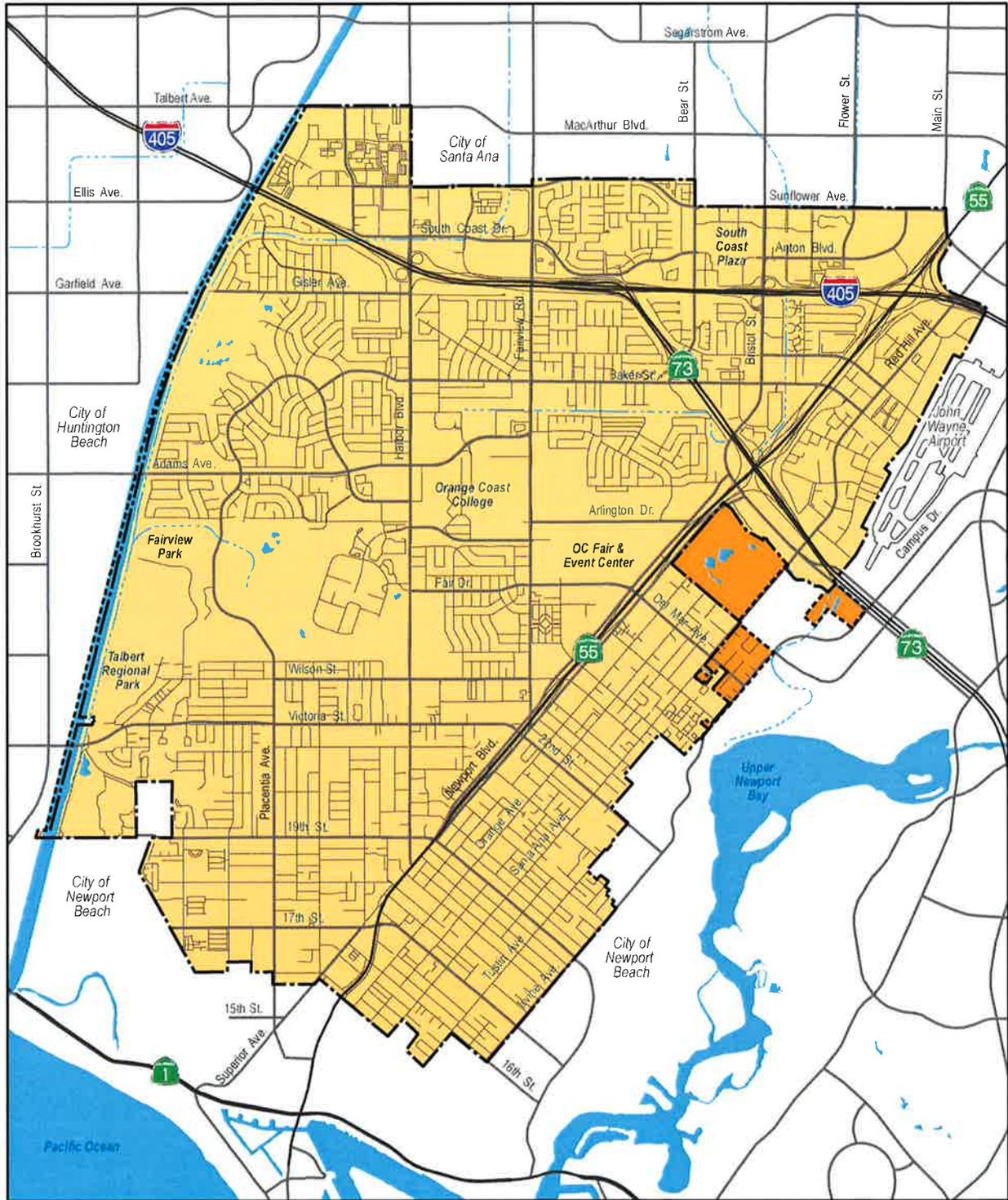


Figure I-1: Regional Location



**City Boundaries**  
 ——— Costa Mesa City Boundary  
 - - - - - Costa Mesa Sphere of Influence

Source: City of Costa Mesa, 2015.



**Figure I-2: Planning Areas**

## **Introduction**

### **Historical Perspective**

Located on the “coastal tableland” above Newport Bay, Costa Mesa was once grazing grounds for cattle belonging to the Mission San Juan Capistrano. At the beginning of the 19<sup>th</sup> century, missionaries built the adobe “Estancia,” a waystation for the cattle drivers who tended the herds. This structure still stands and was restored and transformed by the City into a museum at 1900 Adams Avenue.

In 1810, this same area was a part of the Spanish land grant of Santiago Del Santa Ana made to Jose Antonio Yorba. By 1880, settlers had begun buying portions of the rancho from Yorba’s heirs and in the same decade, established the town of Fairview. A schoolhouse and church were built near the present intersection of Harbor Boulevard and Adams Avenue, and a 25-room hotel accommodated visitors to the nearby hot sulfur springs. In early 1889, a storm washed out the railroad and brought financial disaster to the community, which soon reverted back to farming.

By this time, the little town of Harper, named after a nearby rancher, had emerged on a siding of the Santa Ana and Newport Railroad. Its first business, Ozmen’s General Store, stood on the corner of Newport Boulevard and 18<sup>th</sup> Street and contained the City’s first post office, established in 1909. On May 11, 1920, Harper officially changed its name to Costa Mesa, which means “coastal tableland” in Spanish, and continued as an agricultural community, growing sweet potatoes, corn, tomatoes, strawberries, and apples.

Building and oil drilling industries were just beginning to bring new growth to the City when the depression hit Southern California. Industries collapsed and the local bank closed. More disaster followed when the 1933 Long Beach earthquake shook the town, damaging businesses and the Main School.

World War II brought many thousands of people to the area for training at the Santa Ana Army Air Base, located on what are now the Orange County Fairgrounds, Orange Coast College, and the Civic Center. When the war ended, many returned with their families to begin the population boom.

On June 29, 1953, the City incorporated with a City Council-Manager form of government. The new City had an area of 3.5 square miles and a population of

16,840. By 2015, the population had risen to 113,455<sup>1</sup> and the area to 15.8 square miles.

### Costa Mesa Today

Costa Mesa is a major commercial and cultural hub in Orange County. The City is home of South Coast Plaza, a luxury shopping institution known across the country and internationally. The robust retail, professional office, and industrial businesses in Costa Mesa provide more than 87,000 jobs. The Orange County Fair & Event Center hosts the Orange County Fair every summer, among other events. The Pacific Amphitheater and Centennial Farm host events and community programs year-round.

In the South Coast Metro Center area north of I-405, the Segerstrom Centers for the Arts—which consists of the Renee and Henry Segerstrom Concert Hall, Samueli Theater, Segerstrom Hall, Judy Morr Theater, and the Arts Plaza—is a 14-acre cultural and arts complex that bustles with public art, cultural performances, and open spaces.

A wide array of community facilities contribute to the community's quality of life, including over 29 parks, 25 public schools, Orange Coast College, Vanguard University, several private colleges, three recreational community centers, two public libraries, two community gardens, a municipal golf course, and a senior center.

Foremost, residential neighborhoods define the community. Neighborhoods cover more than 50 percent of the land area and extend into all areas of City, with the exception of the business park between SR-55 and John Wayne Airport. Residents live in single-family neighborhoods like Mesa Verde and the Eastside, as well as townhomes, apartments, and live/work units that provide places for people to live near commercial activity centers, to which they can easily walk and bike.

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<sup>1</sup> As reported by the California State University, Fullerton Center for Demographic Research, September 2015.

# Organization of the General Plan

## The Elements

### *Land Use Element*

The Land Use Element serves as the long-range planning guide for development in the City by indicating the location and extent of development allowed. More than the other elements, the Land Use Element has a major impact on the form and character of Costa Mesa. Land use policies and land use designations aim to maintain both an exceptional quality of life for residents and a thriving local economy for commerce.

### *Circulation Element*

The Circulation Element establishes a mobility network designed to accommodate all modes of travel and the mobility needs consistent with the Land Use Element. The Circulation Element calls for implementing a “Complete Streets” approach to moving people within and through Costa Mesa, with streets designed and managed to meet the needs of pedestrians, cyclists, and transit users equal to the needs of motorists. The element includes Costa Mesa’s first comprehensive Bicycle and Pedestrian Master Plan, influenced by the work of a dedicated committee of residents.

Integral to circulation planning is the City’s use of a traffic model created to forecast long-range traffic volumes compatible with the Orange County Transportation Analysis Model (OCTAM). City staff uses this model to establish and manage trip budgets for defined geographic areas, thus regulating the volumes of new vehicle trips produced and added to already strained road segments.

### *Growth Management Element*

In 1991, Orange County voters approved Measure M to fund regional transportation improvements. The initiative included a requirement for cities to adopt Growth Management Elements to illustrate how they would regulate growth consistent with Measure M plans for mobility improvements. With the sunset of Measure M in 2011, Measure M2 took its place, authorizing

continuance of the program through 2041. While Measure M2 no longer requires cities to maintain Growth Management Elements, the Costa Mesa General Plan maintains its strong commitment to balance physical growth with the ability of the local road network to support it. The element is designed to minimize duplication between Measure M2 and regional Congestion Management Program requirements.

### *Housing Element*

The Housing Element provides programs and policies that assist the State and region in meeting comprehensive goals to provide suitable housing for all socioeconomic segments of the population. This element identifies specific actions the City will take to accommodate its regional fair-share housing allocation for all income groups, addresses the needs of at-risk and special needs populations, and responds to emerging housing trends. The Housing Element set forth policies and programs that promote preservation, improvement, and development of diverse types of housing throughout Costa Mesa.

### *Conservation Element*

The Conservation Element identifies and establishes policies relative to the identification, establishment, preservation, and management of natural resources. This element discusses air quality, biological resources, coastal resources, energy and water resources, wastewater, water quality, and waste management. Critically, the element identifies:

- Areas in Costa Mesa with substantial natural resources that require management to prevent waste, destruction, or neglect
- Policies related to permissible uses and development standards within conservation areas, as well as programs to ensure the conservation of resources
- Desired courses of action/strategies to implement the City's conservation policies

### *Open Space and Recreation Element*

The Open Space and Recreation Element outlines a strategy to preserve open space areas and to meet residents' evolving recreation needs. Open spaces include neighborhood and community parks, community centers, open space easements, and golf courses. Additional resources include County-owned

## **Introduction**

regional facilities within and adjacent to the City and acres of institutional land.

### *Safety Element*

The Safety Element guides the City Council, all City departments, and individuals in understanding the natural and human-caused hazards confronting Costa Mesa. The Safety Element establishes policies aimed at reducing death, injuries, property damage, and economic and social dislocation resulting from these hazards: geologic and seismic conditions, flooding, urban and wildland fire, crime, and hazardous materials.

### *Noise Element*

The Noise Element identifies projected noise levels associated with many noise sources in the community and includes strategies to limit exposure of the community to excessive noise levels. The baseline and projected noise levels adjacent to freeways, arterial roadways, and areas impacted by John Wayne Airport operations are depicted, and projected noise levels are used to guide future land use decisions.

### *Community Design Element*

The Community Design Element promotes quality design for buildings, districts, landmarks, natural features, and significant landscaping. While this element does not outline specific design guidelines, it does establish a framework of sufficient design review processes focused on ensuring projects meeting the community's expectations for design and development quality.

### *Historical and Cultural Resources Element*

The Historical and Cultural Resources Element provides the regulatory framework for identifying, maintaining, and restoring the City's historical and cultural resources. The element promotes the identification and protection of resources and defines adequate measures for use and improvements of such buildings, structures, sites and natural features with significant historical, archaeological, cultural, architectural, and community value.

## **Administering the General Plan**

The City Council will implement this General Plan by establishing annual planning and budgeting goals based on the Plan, and by adopting implementing ordinances and regulations. City departments will use General

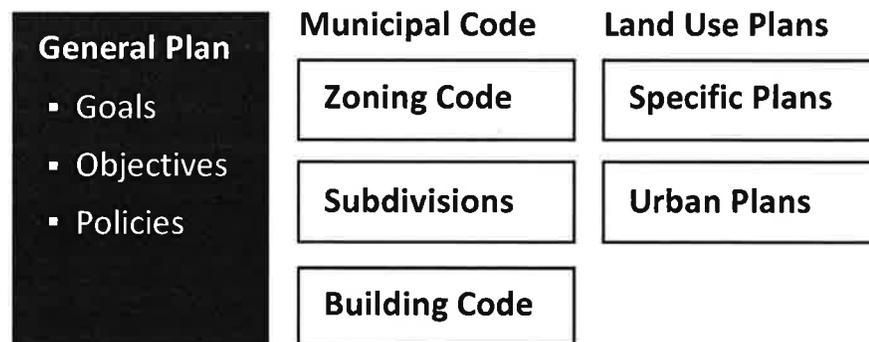
Plan policies to guide their programming and planning and importantly, to review development applications for consistency with the City’s Vision.

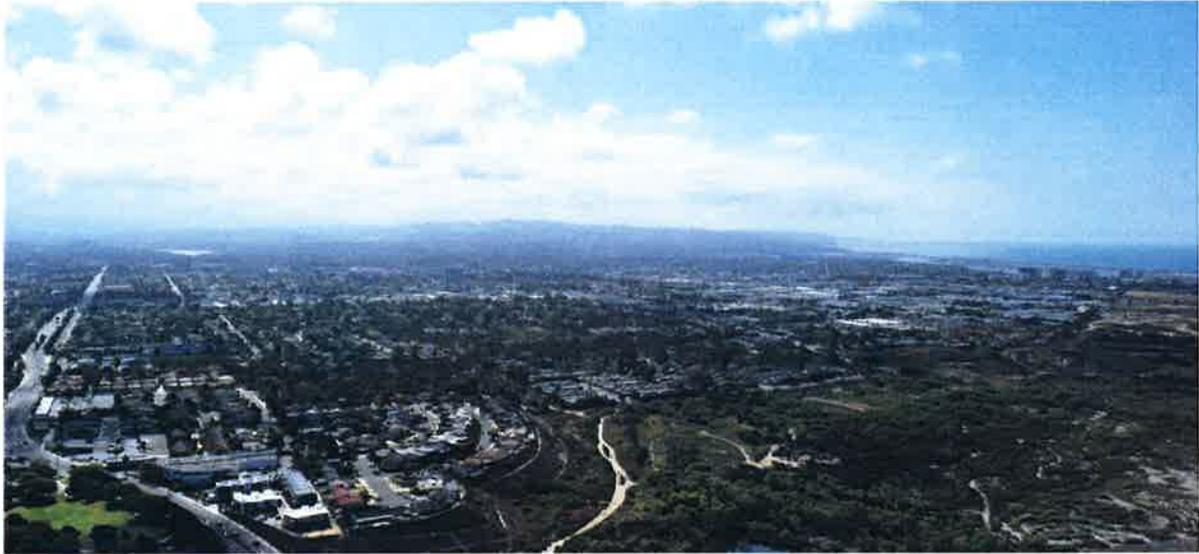
Once adopted, the General Plan will not remain static, and the Vision will continue to inform considerations to amend the Land Use Plan or any goals, objectives, or policies. Over time, the City may determine that it is necessary to revise portions of the text or add policies or programs to reflect changing circumstances or philosophy.

State law provides direction on how cities can maintain the general plan as a contemporary policy guide. The State requires each planning department to report annually to its City Council on “the status of the plan and progress in its implementation” (§65400[b]). Moreover, it is the policy of the City Council to review the General Plan periodically to maintain the currency of its goals and policies, as well as its background and technical information. This General Plan has been adopted pursuant to this policy.

The City regulates the use of property within its jurisdiction through the General Plan in conjunction with the zoning, subdivision, and building codes; specific plans; and urban plans (see Figure I-3: Regulating Use of Property.) The General Plan is the basis of all of these land use regulations. Following adoption of the General Plan, any regulations in zoning, subdivision, building, and other ordinances that are not consistent with the General Plan will be amended to ensure consistency.

**Figure I-3: Regulating Use of Property**





*Looking southeast over Costa Mesa's Westside District*

## Chapter 2

# Land Use Element

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## Introduction

The Land Use Element is the keystone element of the Costa Mesa General Plan. This Element unifies the other elements by providing an overall policy context for future physical change. Goals and policies define the community's desired balance among social, environmental, and economic considerations, while maintaining those characteristics of the community that reinforce quality neighborhoods and viable business districts.

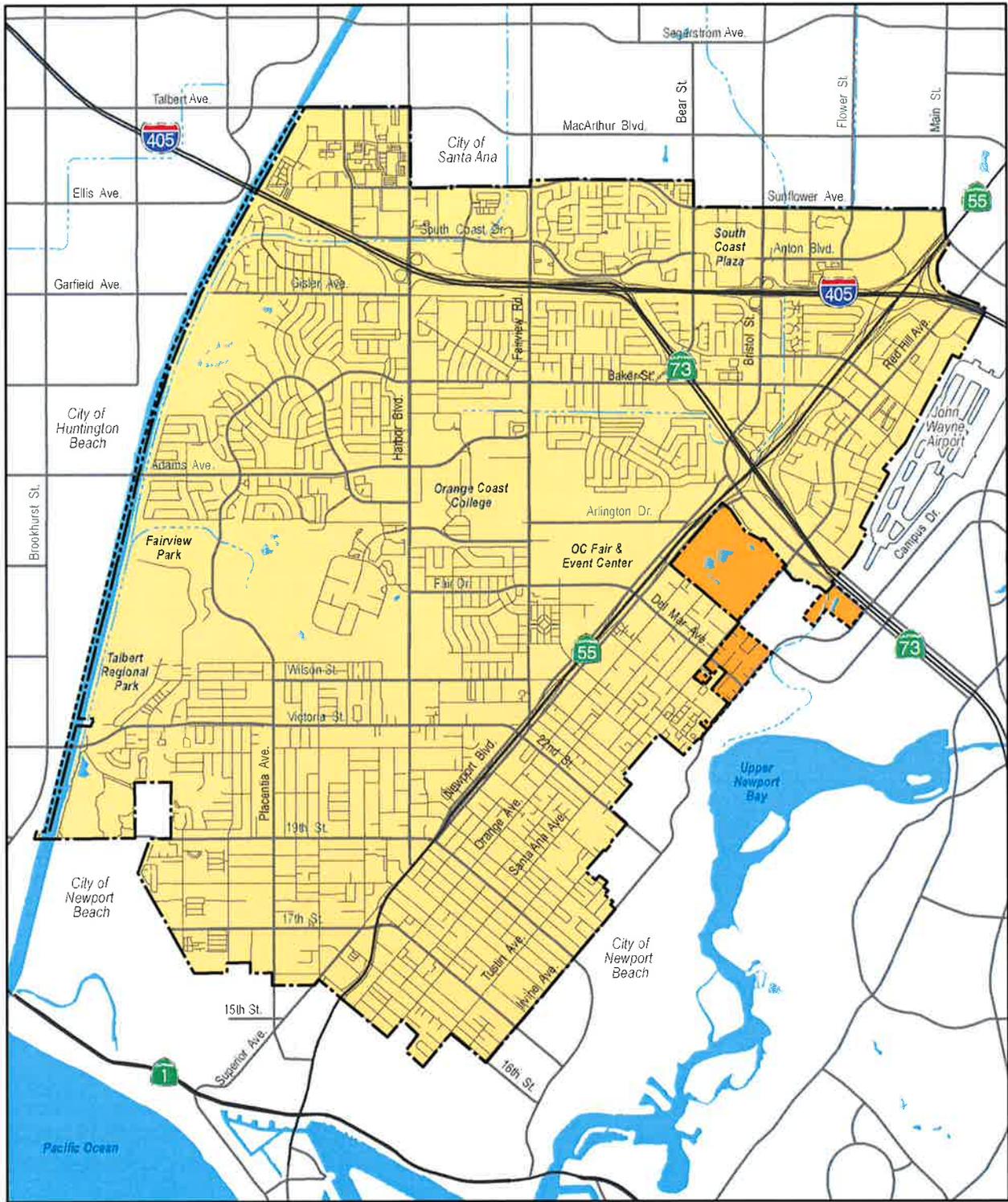
As Costa Mesa implements this General Plan, the City aspires to keep Costa Mesa an eclectic community with welcoming public spaces; attractive, walkable residential neighborhoods; exceptional parks and community services; and a diverse economy that meets the needs of local residents while also attracting investment and spending from regional and international markets.

### Purpose

The Land Use Element shapes new physical development in the City and its sphere of influence and provides strategies to preserve, protect, and enhance established neighborhoods and districts consistent with the community’s vision. Through implementation of the Land Use Element, the City seeks to accomplish the following:

- Target new development opportunities at key locations while ensuring compatibility with established neighborhoods
- Increase homeownership opportunities in the City
- Establish and maintain an orderly pattern of development in the City
- Establish a land use classification system that implements land use policies
- Identify acceptable land uses and their general location
- Promote consistency with standards for residential density and non-residential building intensity for existing and future development
- Accommodate a diversity of businesses to provide a solid tax base and ample employment opportunities, to attract visitor/tourist spending, and to hedge against periodic downturns in business sectors
- Provide open space, park areas, and public spaces where residents can enjoy passive and active recreational pursuits
- Ensure that new development is economically and environmentally sustainable

The Land Use Element serves as the long-range planning guide for development in the City by indicating the location and extent of development to be allowed. More than any other element, the Land Use Element will have a major impact on the form and character of Costa Mesa over the next 20 years. The Land Use Element applies to all properties within the corporate City limits, as well as properties within Costa Mesa’s sphere of influence, as established by the Orange County Local Agency Formation Commission (LAFCO). Together, these areas comprise the “planning area.” Figure LU-1 illustrates the planning area boundaries in Chapter 1, Introduction.



**City Boundaries**  
 Costa Mesa City Boundary  
 Costa Mesa Sphere of Influence

Source: City of Costa Mesa, 2015



**Figure LU-1: Planning Area**

## Land Use Context (2015)

The City has implemented strategic efforts over the years to provide a sustainable balance of residential, commercial, industrial, and public and institutional uses. Land use planning ensures that compatible and complementary uses are arranged in patterns that achieve efficiencies for projected growth, mobility, and commerce. This Land Use section describes the general location, type, and intensity of development throughout Costa Mesa in baseline year 2015.

### Planning Context

#### *Development History*

Costa Mesa's incorporated city limits encompass approximately 8,080 acres, or approximately 15.8 square miles. The City lies on an elevated mesa landform just one mile from the Pacific Ocean. The Spanish name *Costa Mesa* means coastal tableland. Like throughout much of Southern California, the earliest settlers were Native Americans who fished and farmed. Spanish land grants in the 1800s brought Europeans into the area, with additional growth facilitated by extension of the railroad and, later, discovery of oil. Until the 1950s, agriculture remained the most important economic component of Orange County, and Costa Mesa was home to thousands of acres of sweet potato, corn, tomato, and strawberry crops. Remnants of this agricultural heritage remained through 2015 on properties north of Interstate 405, amid the urban development of South Coast Plaza and the Segerstrom Center for the Arts ~~Performing Arts Center~~.

During World War II, the U.S. military established a number of bases in Orange County, including the Santa Ana Army Air Base in Costa Mesa (now the Orange County Fairgrounds). In the years following World War II, the surge in population and demand for affordable homes soared as returning veterans with new families looked to buy homes. The accelerated demand for suburban homes resulted in the conversion of thousands of agricultural acres to large single-family housing tracts. Today, this use remains predominant in Costa Mesa.

~~During~~ From the 1970s through 1990s, Costa Mesa experienced significant growth in retail and office development, with development of regional shopping malls and high-rise office buildings north of I-405. Investment in the industrial district south of West 19<sup>th</sup> Street included a substantial presence of surfing and similar action sports businesses, several of which have grown to be multi-million dollar international brands.

### *Established Land Uses (2015)*

Costa Mesa is 99 percent built out, with the largest vacant parcels located in the North Costa Mesa area. The two largest available properties—both in agriculture production as of 2015—lie north of I-405: the 31-acre Segerstrom Home Ranch and the 33-acre Sakioka Lot 2 sites. The *North Costa Mesa Specific Plan* regulates land uses on these properties.

### **Residential**

As of 2015, approximately 47 percent of land in the planning area consisted of residential neighborhoods. Single-family neighborhoods cover approximately 30 percent of the land in the City. There are a greater number of multi-family units (24,000 units) than single-family homes (18,500 homes). Costa Mesa contains a number of distinct residential neighborhoods, including: 1) Eastside, 2) Westside, 3) Mesa Verde, 4) College Park, 5) North Costa Mesa/Mesa Del Mar/Halecrest Hall of Fame, 6) Bristol/Paularino, and 7) South Coast/Wimbledon Village.

*Mesa Verde residential neighborhood with a mixture of single-family and multi-family units, as well as parks and schools*



Opportunity for new large-scale, single-family development is limited due to the built-out nature of the City's residential areas and limited acreage of

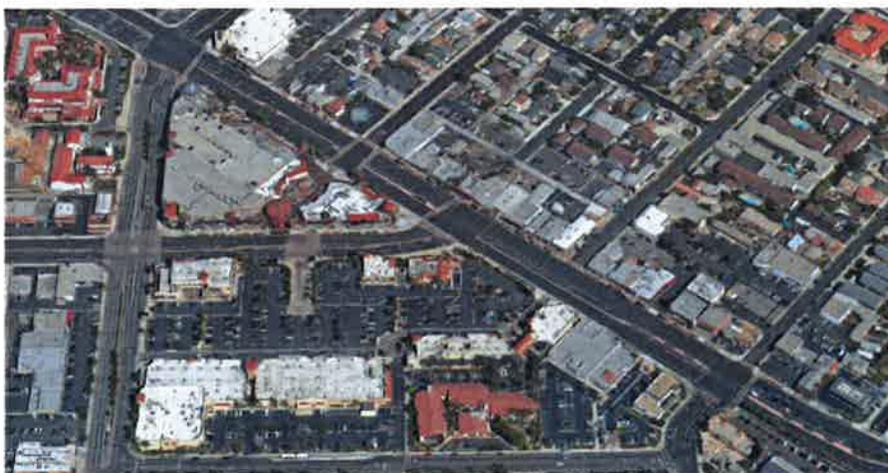
## Land Use Element

vacant land. The accelerated demand for suburban homes experienced in the mid-1950s and 1960s resulted in the conversion of thousands of agricultural acres to large single-family housing tracts. Single-family residential construction primarily consists of infill development, particularly in Eastside and Westside Costa Mesa. From 2012 to 2016, new small lot subdivisions have been approved in multi-family zones in Eastside Costa Mesa. Medium- and High-Density Residential land uses account for 18 percent of the net acreage. Medium-Density Residential areas are distributed throughout the City. High-Density neighborhoods are clustered around Orange Coast College, along Mesa Verde Drive East, along Adams Avenue, around Vanguard University, in the northeast portion of the South Coast Metro area, in Downtown, and in the southeast portion of the City.

Because many residential units were constructed prior to City incorporation, particularly on the Eastside, Existing residential densities in the Medium- and High-Density land use designations may exceed the current allowed number of dwelling units per acre.

### Commercial Uses

Costa Mesa contains six distinct commercial districts: 1) South Coast Metro District, 2) Harbor Boulevard Corridor, 3) Downtown/The Triangle Square, 4) East 17th Street Corridor, 5) Newport Boulevard Corridor, and 6) Bristol Street Corridor. Commercial land use designations encompass 14 percent of the land area, or 1,210 acres.



*Costa Mesa Downtown and The Triangle Square consists of a mixture of neighborhood and community-serving commercial uses.*

South Coast Plaza contains the largest single concentration of retail uses in the City and accounts for 30 percent of the commercial square footage; the adjacent Town Center area accounts for nearly 20 percent of the area planned for office space throughout the City.

The Harbor Boulevard commercial district accounts for almost one-third of commercial land. Businesses along the boulevard account for 40 percent of the City's total retail sales, indicating that Harbor Boulevard's trade area is of a regional scale. The major factor for this is the concentration of auto dealerships on Harbor Boulevard.

The 92-acre East 17<sup>th</sup> Street commercial district contains a variety of commercial uses, including retail, service, and office. The area generally serves local residences and businesses. Major retail centers other than South Coast Plaza include the CAMP, the LAB Anti-Mall, South Coast Collection (SOCO), Metro Pointe, and The Triangle. Each offers its own unique mix of shopping and dining experiences and as well as entertainment for the citizens of Costa Mesa and Orange County at large.

### **Industrial Uses**

Industrial land use designations encompass approximately 10 percent of land and are primarily concentrated in three major districts: the Westside District, the John Wayne Airport Industrial District, and the North Costa Mesa Industrial District.

The Westside District is the City's oldest industrial area; it covers approximately 312 acres and represents 88 percent of land area designated for Light Industrial. The remaining 12 percent of Light Industrial uses are located in areas along Baker Street. Light Industrial uses consist of small manufacturing and service industries, as well as larger industrial operations.

The Westside District contains several large manufacturing firms and a high percentage of smaller industrial operations, frequently in multi-tenant structures. The Southwest District is one of Costa Mesa's major employment centers, providing about one-fourth of all local manufacturing-related jobs.

The 390-acre Airport Industrial Area is a component of the much larger Irvine Business and Industrial Complex, which extends into the cities of Irvine and Tustin. This area is characterized by large parcels and wide landscaped

## Land Use Element

building setbacks. Several firms have located their main or regional headquarters in the area and are often the single tenants in large structures.



*The Airport Industrial/  
Business Park District includes  
a concentration of industrial,  
office, and commercial uses.*

Industrial space directly adjacent to John Wayne Airport provides opportunities to airport-related industries. Some of these properties include hangars with access to the ~~tarmac and~~ runway.

The third industrial area is the 323-acre North Industrial/Business Park located within the north part of Costa Mesa, northeast of I-405 and the Santa Ana River. This district is a part of a larger industrial area extending northward into the city of Santa Ana. The primary users of this industrial area (Harbor Gateway) are large single-tenant manufacturing firms and corporate offices. Included within this district is a 14.5-acre portion of the Home Ranch area property and the unique “lifestyle” South Coast Collection (SOCO) shopping center. SOCO includes over 300,000 square feet of design showrooms, creative studios, specialty retail and food stores, a weekly farmers’ market, and outdoor gathering spaces. The OC Mix, located in SOCO, is a marketplace for gourmet foods, coffee, wine, and over 30 owner-operated retail and specialty shops under one roof.

### **Public/Institutional, Golf Course, and Fairground Uses**

The Public/Institutional designation applies to publicly and privately owned properties that provide recreation, open space, health, and educational opportunities, as well as uses that provide a service to the public.

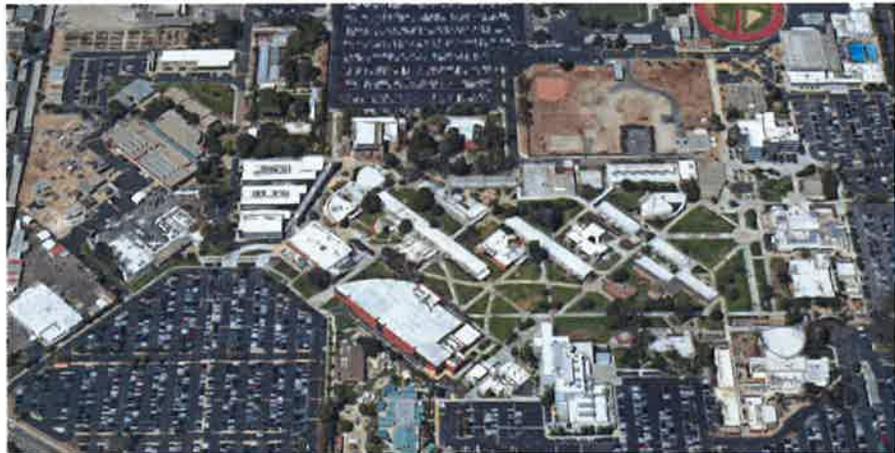
A major land acquisition by the State in 1950 was responsible for the public ownership of the Costa Mesa Golf Course and Country Club and Fairview Park.

~~In 1950, 750 acres were acquired for a State institution. Today, the Fairview Developmental Center occupies 114 acres of the original 750-acre site.~~

Acquisitions by the City and County have expanded this area to include the County's Talbert Regional Park ~~site~~ adjacent to the Santa Ana River and the City's adjoining ~~City~~ Canyon Park. See Table LU-1: *Public and Institutional Land Acquisitions*, for various public and institution uses government land acquisitions.

As of 2015, a total of 1,210,491 acres are designated Public/Institutional. When combined with the Costa Mesa Golf Course and Orange County Fair & Event Center, these uses constitute 25-19.5 percent of the planning area. This high percentage of land area designated for public and institutional use primarily reflects past and current use by various governmental agencies: the Santa Ana Army Air Base during World War II, the original 750-acre land acquisition by the State of California, and land acquisitions by the City and Orange County.

*Orange Coast College, founded in 1947, includes over 80 academic program areas and over 50 career and technical programs.*



**Table LU-1: Public and Institutional Lands**

Government Land Acquisition	Public and Institutional Uses
Santa Ana Army Air Base	Orange Coast College, Costa Mesa High School, Davis Middle School, Presidio Elementary School, TeWinkle Park, the National Guard Armory, Orange County Fairgrounds, Costa Mesa Farm Soccer Complex, Civic Center Park, City Hall, and Vanguard University

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Government Land Acquisition	Public and Institutional Uses
750-acre land (1950)	Costa Mesa Golf Course and Country Club and Fairview Park, Fairview Developmental Center <sup>1</sup> (see Multi-Use Center designation)
City and County expansion	Talbert Regional Park and <del>City</del> Canyon Park

Source: City of Costa Mesa, 2015.

Note: 1. As of 2015, the Fairview Developmental Center is in operation, but the State of California has initiated the process for the closure of the facility. This Land Use Element designates the site as Multi-Use Center that allows for institutional, open space, and residential uses. Refer to the Multi-Use Center discussion for the Fairview Developmental Center site.

The golf course designation includes the Mesa Verde and Santa Ana Country Clubs (both private) and the City-owned Costa Mesa Golf Course and Country Club. The Fairgrounds property includes the 150-acre Orange County Fair & Event Center, which is owned by the 32<sup>nd</sup> District Agricultural Association, a state special-purpose district in the Division of Fairs and Expositions of the California Department of Food and Agriculture formed in 1949. Its board is appointed by the Governor of California.

Table LU-2: *Established Land Uses (2015)*, summarizes the existing land uses in Costa Mesa that were surveyed in 2015, including number of acres, residential units, building square feet, hotel and motel rooms, and estimated employees.

### Orange Coast College Vision 2020 Facilities Master Plan

Costa Mesa is home to Orange Coast College, which is one of three colleges in the Coast Community College District. Orange Coast College is located at 2701 Fairview Road in [the](#) central portion of Costa Mesa. The District has been involved in preparing the Orange Coast College Vision 2020 Facilities Master Plan, which involves construction of new academic, administrative, residential, and parking facilities on the campus. In November 2015, the Coast Community College District Board of Trustees approved the Final Orange Coast College Vision 2020 Facilities Master Plan Program EIR.

The proposed Master Plan involves following improvements:

- Renovation of two existing buildings, totaling approximately 54,000 assignable square feet (ASF) and demolition of approximately 200,900 ASF

**Table LU-2: Established Land Uses (2015)**

Land Use	Net Acres <sup>1</sup>	% of Acres	Residential Units	Population	Building Square Feet	Lodging Rooms	Employees
Single-Family	2,314	28.8	14,210	45,287	--	--	--
Multi-Family	1,402	17.4	28,413	64,469	--	--	100
Office	332	4.1	--		7,224,000	--	24,000
Commercial	770	9.6	--		11,403,000	--	23,400
Lodging: Motel/Hotel	60	0.8	--		--	Motel: 2,272 Hotel: 1,877	1,400
Industrial	841	10.5	--		13,087,000	--	27,300
Public Facilities/ Institutional	491	6.1	--		--	--	6,200 <sup>5</sup>
Schools/Colleges	525	6.5	--		--	--	4,300
Golf	553	6.9	--		--	--	100
Parks/Recreation	592	7.4	--		--	--	-- <sup>2</sup>
Agriculture	72	0.9	--		--	--	200
Other <sup>4</sup>	70	0.9	--		555,000	--	300
Vacant Lands	20	0.3	--		--	--	--
<b>Total</b>	<b>8,044</b>	<b>100.0%</b>	<b>42,623</b>	<b>110,524</b>	<b>32,269,000</b>	<b>4,149</b>	<b>87,300<sup>3</sup></b>

Sources: City of Costa Mesa, Stantec, and MIG, 2015.

- Note: 1. Net acres includes all private property land areas for the entire Planning Area, excluding all public right-of-way.  
 2. Park employment is counted under Public Facilities  
 3. Employees is calculated using building square footage and employment generation rates by land use category. Center for Demographic Research, California State University, Fullerton identifies 87,097 jobs for 2015 based on 2014 projections.  
 4. Other land uses refers to religious institutions, utilities, railroad properties, and other classifications that are not classified under the existing land use categories.  
 5. Refer to the Multi-Use Center discussion for the Fairview Developmental Center site.

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**Table LU-3: Land Use Designations (2015)**

Land Use Designations	Residential Density	Floor-Area Ratio	Acres Developed	Acres Undeveloped	Total Acres	% of Acres
<b>Residential</b>						
Low-Density Residential	≤8 du/ac	0.15/High Traffic	2,087.4	0.8	2,088.2	25.7%
Medium-Density Residential	≤12 du/ac	0.30/Moderate Traffic 0.40/Low Traffic	858.1	1.1	859.1	10.6%
High-Density Residential <sup>1,2</sup>	≤20 du/ac	0.75/Very Low Traffic	842.9	2.9	845.8	10.4%
<b>Non-Residential</b>						
Commercial-Residential	≤17.4 du/ac	0.20/High Traffic 0.30/Moderate Traffic 0.40/Low Traffic	47.9	0.0	47.9	0.6%
Neighborhood Commercial	≤20 du/ac	0.15/High Traffic 0.25/Moderate Traffic 0.35/Low Traffic 0.75/Very Low Traffic	40.3	0.2	40.5	0.5%
General Commercial	≤20 du/ac	0.20/High Traffic 0.30/Moderate Traffic 0.40/Low Traffic 0.75/Very Low Traffic	607.8	8.5	616.3	7.6%
Commercial Center <sup>3</sup>	≤20 du/ac	0.25/High Traffic 0.35/Moderate Traffic 0.45/Low Traffic 0.75/Very Low Traffic	54.1	0.3	54.4	0.7%
Urban Center Commercial <sup>3</sup>	20 to 80 du/ac	0.50/High Traffic 0.60/Moderate Traffic	101.1	66.6	167.7	2.1%
Cultural Arts Center <sup>4</sup>	Varies <sup>4</sup>	1.77 <sup>4</sup>	57.3	0.0	57.3	0.7%
Regional Commercial	≤20 du/ac	0.652/0.89 <sup>4</sup>	147.9	0.0	147.9	1.8%
Industrial Park	≤20 du/ac	0.20/High Traffic 0.30/Moderate Traffic 0.40/Low Traffic 0.75/Very Low Traffic	669.1	2.4	671.5	8.3%
Light Industrial <sup>6</sup>	≤20 du/ac	0.15/High Traffic 0.25/Moderate Traffic 0.35/Low Traffic 0.75/Very Low Traffic	374.2	4.0	378.1	4.7%
Public and Institutional	--	0.25	1,263.2	0.3	1,263.4	15.7
Golf Course	--	≤0.01	553.7	0.0	553.7	6.9%
Fairgrounds	--	≤0.10	150.0	0.0	150.0	1.9%
Multi-Use Center <sup>4</sup>	15 to 25 du/ac; Varies	≤N/A0.25 FAR	102.6	0.0	102.6	1.3%
<b>Totals</b>			<b>7,957.5</b>	<b>87.0</b>	<b>8,044.5</b>	<b>100%</b>

Notes: 1. Within the Medium and High Density Residential designation, existing residential units legally built in excess of the dwelling units per acre standard may be rebuilt at the same higher density subject to other zoning code standards. The allowable density or number of units to be redeveloped would be limited to the 1990 General Plan density with a 25% incentive bonus for Medium-Density or a 50% incentive bonus for High Density or the existing number of units, whichever is less.

2. See High Density Residential text regarding areas in North Costa Mesa where the density allowance exceeds 20 units per acre.

3. See Commercial Center, Regional Commercial, and Urban Center Commercial text for site specific density and FAR.

4. See text for **Mixed Multi-Use Development** and Cultural Arts Center provisions for additional discussion.

- A new Planetarium and an 818-bed student housing project would be added to the campus; the proposed project would also involve improvements to the pedestrian circulation network in and around campus, and the enhancement of open-space areas through landscape and pedestrian plaza improvements
- Reconfiguration of existing parking lots and vehicular entryways, and the addition of a parking structure in the Adams Avenue parking lot on campus

***Jobs/Housing Relationship***

The variety and distribution of land uses in Costa Mesa enable people to live near their jobs, to shop within a reasonable distance from their homes or work, to use the City’s parks and recreational facilities, and to carry out other daily activities conveniently. Information from the 2010 Census indicates that 32 percent of residents work in the City. Fifty-one percent work within 20 minutes of their homes. The City recognizes the importance of providing both job and housing opportunities to reduce vehicle trips and overall, create a higher quality of life.

Table LU-4: *Housing, Population, and Employment*, presents historical data for Costa Mesa’s population, number of housing units, and employment opportunities, and includes projections to the year 2040. The table is based upon OCP-2015 Projections and data from the U.S Census.

**Table LU-4: Housing, Population, and Employment**

<b>Year</b>	<b>2000<sup>1</sup></b>	<b>2010<sup>2</sup></b>	<b>2015<sup>3</sup></b>	<b>2020<sup>3</sup></b>	<b>2040<sup>3</sup></b>
Housing	40,406	42,120	42,496	43,484	44,359
Population	108,724	109,929	111,276	112,001	113,332
Employment	88,294	N/A	87,097	89,590	93,222

Sources: 1. 2000 U.S. Census; 2. 2010 U.S. Census; 3. Center for Demographic Research, California State University, Fullerton, 2014.

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## Key Land Use Issues

### *Residential Neighborhood Compatibility*

Early subdivisions in Costa Mesa established patterns that markedly affect the design of current developments. Prior to the City’s incorporation, residential development—particularly in the Eastside and Westside neighborhoods—consisted of subdivisions with long, narrow lots. As residential development occurred, construction on these narrow, deep lots often took the form of small-lot subdivisions usually consisting of a row of detached or attached residential units on one side of the parcel and the driveway access for the residential units on the opposite side.

In 2013 the Small Lot Ordinance was adopted to promote affordable ownership housing by providing more flexible development standards and maintenance mechanisms for underutilized multi-family residential lots within the densities allowed by the General Plan. The Small Lot Ordinance allowed new homeownership opportunities in the form of detached single-family residential development on small lots with a maximum of 15 dwelling units.

### *Promotion of Home Ownership*

According to the 2010 Census data, Costa Mesa’s renter-occupied units consisted of 58 percent of the total occupied units, whereas owner-occupied units consisted of 42 percent of the total occupied units, a difference of nearly 16 percent. Most owner-occupied units consist of single-family homes and condominiums, and the majority of renter-occupied residences consist of apartments. The City strives to improve the balance of owner-occupied and renter-occupied units to create more stability in terms of property maintenance and residents’ social investment in their neighborhoods and the community.

### *Revitalization of Commercial Districts*

Although most of the issues experienced with small parcels and narrow, deep parcels are related to residential development, several commercial districts face similar constraints. While large retail developments like the Triangle have resulted from lot consolidation, smaller commercial lots along Newport Boulevard and 19<sup>th</sup> Street, for example, pose challenges for new businesses due to substandard parking facilities. Along the east side of Newport Boulevard, many small parcels retain the original residential structures that

have been converted to commercial use. Additionally, along Newport Boulevard, north of 19<sup>th</sup> Street, commercial uses have more limited exposure and visibility due to the one-way traffic flow and wide separation from land uses to the west. Newport Boulevard's one-way traffic flow, diversity of ownership patterns, and eclectic mix of uses contribute to its lack of unity and identity, which in turn makes it difficult to attract new development proposals and/or compatible businesses. The City will need to continue to monitor activity on Newport Boulevard, Harbor Boulevard, and other commercial districts with similar challenging circumstances to determine if additional adjustments to land use policy and zoning regulations are needed to incentivize reinvestment.

### *Live/Work Development in Industrial areas*

The Westside has long supported an intertwined mix of industrial, commercial, and residential uses. Industrial uses have predominated at the southwest corner of the City, including many that once supported the marine industry.

In 2005, the City adopted a mixed-use overlay zones within the Westside and SoBECA Urban Plans. The Urban Plans do not promote any major intensification of land uses. The emphasis is on improving the Urban Plan area by providing visual enhancement and encouraging the development of live/work units or residential lots with the plan area, thereby revitalizing marginal properties and creating opportunities for home ownership.

The objectives of the Urban Plans include:

- Encourage the construction of Live/Work Units that combine residential and nonresidential uses in the same unit without exceeding the development capacity of the General Plan transportation system.
- Attract more residents and merchants by allowing mixed-use development in the form of a live/work loft, which offers first floor retail/office uses and upper story living spaces in the same unit.
- Encourage adaptive reuse of existing industrial or commercial structures, which would result in rehabilitated buildings with unique architecture and a wider array of complementary uses.
- Stimulate improvement in the Urban Plan area through well-designed and integrated urban residential development that is nontraditional in

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form and design with flexible open floor plans and which complements the surrounding existing development.

- Meet demand for a new housing type to satisfy a diverse residential population comprised of artists, designers, craftspeople, professionals and small-business entrepreneurs.
- Promote new type of urban housing that would be target-marketed to people seeking alternative housing choices in an industrial area. An urban loft would be an alternative to a traditional single-family residence, tract home, or small-lot subdivision.

Costa Mesa values the opportunities the Westside provides to support enterprising industry and entrepreneurs. Land use regulations need to be crafted in way that furthers economic development and business support while allowing residential development in the right locations in the Westside.

***Mixed-Use Districts***

The Westside and South Bristol Entertainment and Cultural Arts (SoBECA) areas contain eclectic uses that have emerged organically. In other areas of Costa Mesa, including Planned Development Commercial areas and the Harbor Mixed-Use Overlay District, the City encourages mixed-use urban environments that include purposeful combinations of entertainment, retail, office, hospitality, and residential uses. Mixed-use development creates a productive use of space that adds vitality to urban areas and conserves land resources by allowing for shared parking and public spaces.

***Airport Considerations***

Both the Federal Aviation Administration (FAA) and the Airport Land Use Commission for Orange County have concern for the safety of air navigation around John Wayne Airport. Under Part 77 of the Federal Aviation Regulations (FAR), the FAA requires notice of proposed construction in excess of certain heights, which may affect the safety of aircraft operations. The authority of the FAA in these matters extends only as far as issuing a notice of hazard to air navigation; the FAA does not have jurisdiction to prohibit construction. The issuance of a hazard notice, however, may adversely affect the ability of a developer to obtain financing and insurance.

The FAA standard that is of most of concern in Costa Mesa is the horizontal surface for John Wayne Airport. This surface is 203.68 feet above mean sea level and extends nearly two miles from the airport.

The South Coast Plaza Town Center Master Plan (the area east of Bristol Street and north of the I-405) was approved subject to the condition that building height be limited to that specified by FAR Part 77 unless evidence is presented that the structure will not pose a hazard to air navigation nor interfere with instrument guidance systems. Evidence may be in the form of an FAA determination of no hazard. A number of Town Center structures and proposed mid-rise and high-rise residential buildings have received City approval although they encroach beyond the established horizontal surface elevation. In all cases obstruction lighting was required, and in some cases minor adjustments to seldom-used flight patterns were necessitated, but the safety of aircraft operations in the airport vicinity has not been compromised.

The horizontal surface established by the FAA places restrictions on future development proposals similar in scale to the Town Center buildings. These developments will also be required to provide mitigation for potential hazards to air safety.

The California Public Utilities Code provides for creation of countywide commissions to work towards achieving compatible land uses in the vicinity of airports. Commissions are required to formulate comprehensive land use plans, which may include acceptable uses, height restrictions, and other building standards, such as noise insulation. The Airport Land Use Commission for Orange County (ALUC) has established a planning area surrounding John

Wayne Airport which sets forth standards for acceptable land uses and provides for review of development plans for properties within its planning area. The Airport Environs Land Use Plan (AELUP), adopted by the Airport Land Use Commission, specifies acceptable uses proximate to the airport. These are defined as uses that will not subject people to adverse noise impacts, will not concentrate people in areas with high potential for aircraft accidents, and will not adversely affect navigable airspace or aircraft operations.

The AELUP for Heliports establishes regulations and restrictions for the siting of heliports and helipads/helistops. The purpose of the AELUP for Heliports is to protect the public from the adverse effects of aircraft noise by ensuring that heliports/helipads are sited in areas of compatible land use.

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A heliport is a small airport suitable only for use by helicopters, typically containing one or more helipads. A helipad or helistop is a designated area, including any buildings or facilities, intended to be used for the landing and takeoff of helicopters. Helipads/helistops may or may not be located within heliports. Refueling and overnight maintenance of helicopters are permitted on heliports but prohibited on helipads/helistops.

The City will ensure that each applicant, seeking a conditional use permit or similar approval for the construction or operation of a heliport or helistop, complies fully with the state permit procedure provided by law and with all conditions of approval imposed or recommended by the Federal Aviation Administration (FAA), by the Airport Land Use Commission for Orange County (ALUC) and by Caltrans/Division of Aeronautics. This requirement shall be in addition to all other City development requirements.

The City will also ensure that development proposals including the construction or alteration of a structure more than 200 feet above ground level, reference North American Vertical Datum 1988 (NAVD88), must fully comply with procedures provided by Federal and State law, including with the referral requirements of the ALUC, and filing a Notice of Landing Area Proposal (Form 7480-I). This requirement shall be in addition to all other City development requirements.

### ***Land Availability***

As of 2015, of the 8,032 net acres in the City of Costa Mesa, only 88 acres—or 1.1 percent—were either vacant or support agricultural production. The agricultural uses are temporary, as the lands are entitled for development by the *North Costa Mesa Specific Plan*. Thus, new development will take the form of infill development, particularly on underutilized sites. The primary challenge for land use planning will be to determine the best use and development approach for remaining infill properties. A second challenge will be to guide re-use of aging commercial properties for long-term community and property owner benefit.

### ***Sustainable Development Practices***

Costa Mesa residents recognize the relationship between the use of resources to fuel a vibrant community (energy, water, air, land) and nonsustainable energy consumption can have long-term environmental consequences. Both the Federal and State governments have established a myriad of laws aimed

at environmental protection and enhancement, and many of these regulations are being implemented through development practices that are far more sustainable than practices of a generation ago. The Orange County region historically has had an imbalance of land uses (availability of high paying jobs, but shortfall of affordable housing<sup>1</sup>) and roadway infrastructure primarily dedicated to the automobile. These historical development patterns and practices has adversely affected Costa Mesa in terms of traffic congestion, high housing costs, increased air pollution, and disproportional impacts on the young, elderly, and disabled.

While many laws require the City to adopt new ways of planning and conducting day-to-day operations—such as the Global Warming Solutions Act of 2006 (AB 32) and Executive Order S-3-05<sup>2</sup>—the City has broad latitude to establish local procedures and practices for addressing sustainability.

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<sup>1</sup> *The New Economy and Jobs/Housing Balance in Southern California*. Southern California Association of Governments, April 2001.

<sup>2</sup> The Global Warming Solutions Act of 2006 (AB 32) and Executive Order S-3-05 set a target to reduce California’s greenhouse gas emissions to 1990 levels by year 2020 and by 80 percent below the 1990 levels by year 2050.

## Land Use Plan

The Land Use Plan Map (Figure LU-2) presents a pictorial representation of the land use and development policies set forth in this element. The colored land use designations indicate the type and nature of development allowed on all properties within the City of Costa Mesa and its sphere of influence. The map shows 14 land use designations and six overlays that largely reflect long-established land use patterns and development intensities, with the overlays indicating where targeted efforts are planned to encourage reuse and revitalization. The City will use the land use designation descriptions and the trip budget limitations described below—together with the Land Use Element Goals, Objectives, and Policies—to evaluate proposed development and land use projects. General Plan users are advised to refer to all components when evaluating proposed development and improvement projects.

### Density/Intensity and Trip Budgets

Density and intensity are quantitative measures used to describe how much development may occur on a property. The City will use both density/intensity and the trip budget metric to determine the carrying capacity of each individual property or group of properties.

#### *Density*

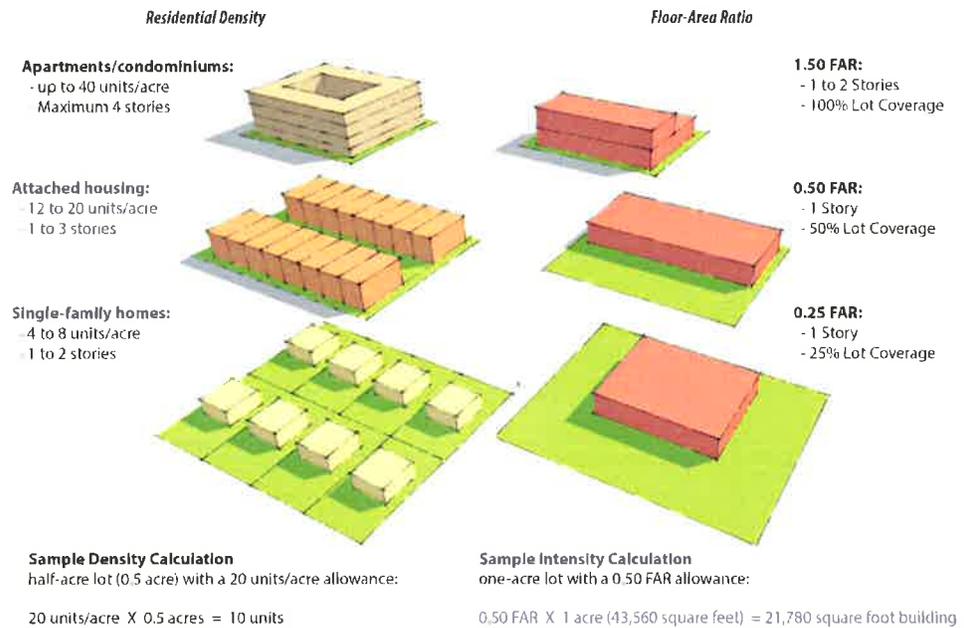
The term *density* is used for residential uses and refers to the development and population capacity of residential land. Density is described in terms of dwelling units per acre of land (du/ac).

#### *Floor-Area Ratio*

For non-residential land use categories, the term *intensity* is used.

Development intensity refers to the amount of development on a parcel of land or lot based on building characteristics such as building height, bulk, floor-area ratio, and/or percent of lot coverage. The development intensity standard used for most non-residential development is  $\frac{\text{floor-area}}{\text{floor area}}$  ratio (FAR), which is the ratio of the total gross floor area of all buildings on a lot to the total area of the lot. For example, a 21,780-square-foot building on a 43,560-square-foot lot (one acre) yields an FAR of 0.50. A 0.50 FAR allows a single-story building, which covers half the lot, or a two-story building with reduced lot coverage. Figure LU-2 illustrates an example of density and FAR.

**Figure LU-2: Density and Floor-Area Ratio**



The determination of development density or intensity at which a proposed project can occur is a function of: 1) General Plan policies intended to maximize public safety, achieve high-quality site planning and design, retain significant natural resources, and ensure compatibility between uses; and 2) development standards contained in the Zoning Code, public works standards, and other regulations.

***Trip Budgets***

Building intensity can also be measured by the traffic impacts generated by a particular development. Because of the potential for significant traffic generation from major site developments, trip budgets are established to regulate development in terms of both building intensities and trip generation. Proposed development intensity with traffic generation allows the allocation of development based on current and planned roadway improvements and capacity.

The trip budget is expressed in terms of morning (A.M.) and afternoon (P.M.) peak-hour traffic volumes. The trip budget for each of the major land use

## Land Use Element

designations is based upon the commercial trip rates and FAR standard used in the Costa Mesa Traffic Model.

The allowable FAR and trip budget are applied on a project-planning rather than parcel-specific basis. This approach allows for consideration of multi-phased or multi-lot projects as a whole development rather than individual pieces of the whole. Graduated FAR standards divide non-residential uses into four broad categories based upon traffic generation characteristics, as shown in Table LU-5: *Non-Residential Maximum Floor-Area Ratios*.

**Table LU-5: Non-Residential Maximum Floor-Area Ratios**

Land Use	Traffic Uses			
	Very Low <sup>4</sup>	Low <sup>3</sup>	Moderate <sup>2</sup>	High <sup>1</sup>
Commercial Residential	0.20	0.30	0.40	--
Neighborhood Commercial	0.75	0.35	0.25	0.15
General Commercial	0.75	0.40	0.30	0.20
Commercial Center	0.75	0.45	0.35	0.30
Regional Commercial <sup>5</sup>	--	--	0.652/0.89	--
Urban Center Commercial <sup>5</sup>	--	0.60	0.50	--
Multi-Use Center <sup>8</sup>	0.25 for public/institutional uses <u>and minimum 25 percent parkland/open space</u>			
Light Industry	0.75	0.35	0.25	0.15
Industrial Park	0.75	0.40	0.30	0.20
Public/Semi-Public	0.25 and 0.01 for golf courses			
Fairgrounds	0.10			

*Notes:*

1. For commercial designations, high traffic uses generate more than 75 daily trip ends per 1,000 square feet of gross floor area. For industrial designations, high traffic uses generate more than 15 daily trip ends per 1,000 square feet of gross floor area.
2. For commercial designations, moderate traffic uses generate between 20 and 75 daily trip ends per 1,000 square feet of gross floor area. For industrial designations, moderate traffic uses generate between 8 and 15 daily trip ends per 1,000 square feet of gross floor area.
3. For commercial designations, low traffic uses generate between three and 20 daily trip ends per 1,000 square feet of gross floor area. For industrial designations, low traffic uses generate between three and eight daily trip ends per 1,000 square feet of gross floor area.
4. For commercial and industrial designations, very low traffic uses generate less than three daily trip ends per 1,000 square feet of gross floor area.
5. Maximum FAR standards in the Regional Commercial and Urban Center Commercial designations shall be further limited by the maximum A.M. peak hour and P.M. peak hour

*trip budget as established in the General Plan and North Costa Mesa Specific Plan, as applicable.*

*5.6. Site-specific FAR standards are separately established for the Home Ranch and LA Times sites.*

*7. This Table does not specify FAR standards as allowed in mixed-use overlay zones.*

*6.8. See Multi-Use Center designation for a description of residential uses.*

### **Trip Budget Transfers**

The trip budgets established at the Traffic Analysis Zone (TAZ)<sup>3</sup> level in the Costa Mesa Traffic Model can be combined or transferred between TAZs in a specified area of the City and under certain conditions to account for large planned developments which contain multiple TAZs. Likewise, trips can be combined or transferred between individual parcels within single TAZs. Combinations and/or transfers shall only be allowed for projects which meet the following conditions:

- The combination and/or transfer of trips shall only be allowed in the area of the City that is north of the I-405 and east of Harbor Boulevard, and shall be limited to parcels within a one-mile radius of each other.
- Trip budget transfers shall be evaluated in the review and approval of a planned development or master plan projects. Sufficient conditions of approval shall be applied to the master plan or development plan to ensure long-range control over subsequent phases of development.
- The combination and/or transfer of trips shall not result in any greater impacts on the surrounding circulation system than would occur if each Traffic Analysis Zone was developed independently.
- For the combination and/or transfer of trips between TAZs, such combination and/or transfer of trips shall not exceed the total trip budget of all parcels involved if each were developed independently according to the floor-area ratio and trip generation rates provided herein.

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<sup>3</sup> Traffic analysis zones (TAZs) are the basic geographic unit for inventorying demographic data and land use within a study area.

## **Land Use Element**

- The combination and/or transfer of trips shall not allow development intensities, which result in abrupt changes in scale or intensity within the project or between the project and surrounding land uses.
- Approval of the master plan or development plan shall be conditioned to ensure compliance with the above criteria and to preclude future over-development on portions of the project or properties from which trips were transferred.
- Trip budget transfers shall be recorded against the properties.

## **Land Use Designations**

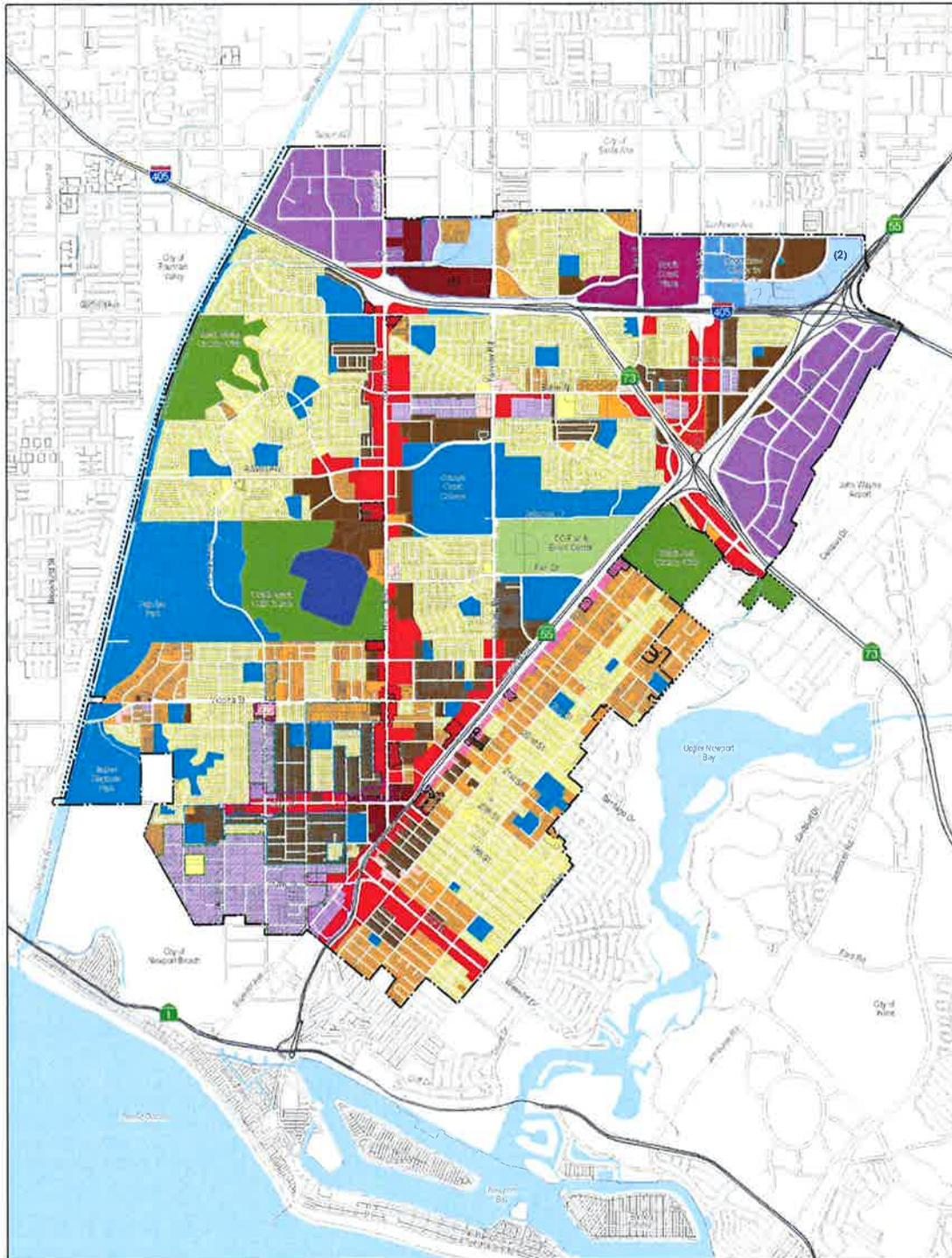
The Land Use Policy Map (Figure LU-3) graphically represents General Plan goals and policies. The following land use designations correspond to the categories shown on the Land Use Policy Map. See Table 6: *Land Use Density and Intensity Summary*, for a summary of the land use residential densities and commercial intensities. The Land Use Element contains 16 land use designations and five overlays as follows.

### ***Residential Designations***

Costa Mesa's residential designations are divided into Low-, Medium-, and High-Density Residential designations.

#### **Low-Density Residential**

Low-Density Residential areas generally are intended to accommodate detached single-family residences. Other housing types include attached housing that provide a greater portion of recreation or open space than typically found in multi-family developments and clustered housing which affords the retention of significant open space. Low-Density Residential areas are intended to accommodate outdoor living activities (front yards and backyards) in open space adjacent to dwellings. To avoid land use conflicts, these areas should be located away from or protected from the more intense nonresidential areas and major travel corridors.



<b>General Plan Land Uses</b>		<b>Land Use Overlays</b>		<b>Boundaries</b>
Low Density Residential (8 du/ac)	Multi-Use Center (15 to 25 du/ac)	Residential Incentive Overlay (40 du/ac)	Harbor Mixed-Use Overlay (20 du/ac; 1.25 FAR)	City Boundary
Medium Density Residential (12 du/ac)	Urban Center Commercial	SoBECA Mixed-Use Overlay (40 du/ac)*	* Not to exceed 450 units	Sphere of Influence
High Density Residential (20 du/ac)	Cultural Arts Center	<b>Urban Plans and Specific Plan</b>		
Commercial-Residential (17.4 du/ac)	Light Industrial	19 West Urban Plan	Mesa West Sloops Urban Plan	
Neighborhood Commercial	Industrial park	Mesa West Residential	North Costa Mesa Specific Plan	
General Commercial	Golf Course	(1) Segers Iron Home Ranch		
Commercial Center	Fairgrounds	(2) Sakioka Site (Lot 2)		
Regional Commercial	Public/Institutional			



Source: City of Costa Mesa, 2016.  
Date: March 2016

Figure LU-3: Land Use Policy Map

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**Table LU-6: Land Use Density and Intensity Summary**

Land Use Designations	Maximum Density			Maximum Intensity	
	Maximum Units	Dwelling Units per Acre (du/ac)	Persons per Acre (p/ac)	Floor-Area Ratio (FAR)	Employees per Acre (e/ac)
<b>Residential</b>					
Low-Density Residential	--	8 du/ac	26 p/ac	--	--
Medium-Density Residential	--	12 du/ac	38 p/ac	--	--
High-Density Residential	--	20 du/ac	50 p/ac	--	--
<b>Non-Residential or Multi-Use</b>					
Commercial-Residential	--	12 to 17.4 du/ac	40 p/ac	0.20 to 0.40 FAR	27 e/ac
Neighborhood Commercial	--	20 du/ac	50 p/ac	0.15 to 0.75 FAR	27 e/ac
General Commercial	--	20 du/ac	50 p/ac	0.20 to 0.75 FAR	27 e/ac
Commercial Center <sup>4</sup>	--	20 du/ac	50 p/ac	0.25 to 0.75 FAR	27 e/ac
Urban Center Commercial <sup>2</sup>	660	20 to 80 du/ac	50 to 210 p/ac	0.50 to 0.79 FAR	27 e/ac
Cultural Arts Center <sup>2</sup>	535	20 du/ac	25 p/ac	1.77 FAR	275 e/ac
Regional Commercial		20 du/ac	50 p/ac	0.652 to 0.89 FAR	53 p/ac
Industrial Park	--	20 du/ac	50 p/ac	0.20 to 0.75 FAR	58 e/ac
Light Industrial	--	20 du/ac	50 p/ac	0.15 to 0.75 FAR	58 e/ac
Public and Institutional	--	--	--	0.25 FAR	44 e/ac
Golf Course	--	--	--	0.01 FAR	--
Fairgrounds	--	--	--	0.10 FAR	14 e/ac
Multi-Use Center <sup>5</sup>	500	15 to 25 du/ac	58 p/ac	0.25FAR	4 to 15 e/ac
<b>Overlays and Urban Plans</b>					
Residential Incentive Overlay <sup>1</sup>	--	40 du/ac	110 p/ac	0.20 to 0.75 FAR	27 e/ac
SoBECA Mixed-Use Overlay Urban Plan <sup>1</sup>	450	40 du/ac	110 p/ac	1.00/1.25 FAR	27 to 44 e/ac
Harbor Mixed-Use Overlay <sup>1</sup>		20 du/ac	55 p/ac	1.00/1.25 FAR	27 to 44 e/ac
Westside Urban Plans <sup>1</sup>	--	20 du/ac	55 p/ac	1.00/1.25 FAR	27 to 44 e/ac

Notes:

1. Increase in FAR from 1.00 to 1.25 may be allowed for mixed-use plans exhibiting design excellence.
2. Please refer to the North Costa Mesa Specific Plan for detailed density/intensity and trip budgets for specific sites.
3. The Home Ranch site has a site-specific FAR of 0.64 for office development; ~~Residential-residential~~ development is not permitted due to the site-specific FAR.
4. For the LA Times site, 0.54 FAR applies to commercial development and 0.64 applies to office development; ~~residential development is not permitted due to the site-specific FAR.~~
5. Residential development is not permitted due to the site-specific FARs.
6. South Coast Plaza, west of Bear Street applies a 0.89 FAR and east of Bear Street applies a 0.652 FAR.
7. Of the 500 units, 300 would be designated at 25 du/ac and 200 designated for 15 du/ac.

## Land Use Element

Costa Mesa contains seven distinct residential neighborhoods: 1) Eastside, 2) Westside, 3) Mesa Verde, 4) College Park, 5) North Costa Mesa/Mesa Del Mar/Halecrest Hall of Fame, 6) Bristol/Paularino, and 7) South Coast/Wimbledon Village. These existing, stable single-family neighborhoods should be preserved and maintained. The establishment of attached or clustered housing through the planned development concept can be allowed in appropriate Low-Density Residential areas as a means to encourage the consolidation of parcels or to make more efficient use of larger parcels.

The establishment of attached or clustered housing through the planned development concept can be allowed in appropriate Low-Density Residential areas as a means to encourage the consolidation of parcels or to make more efficient use of larger parcels.

Nonresidential uses that complement and serve the surrounding residential neighborhood are also appropriate within this designation. These uses typically include schools, parks, churches, libraries, and other public facilities.

### Medium-Density Residential

The Medium-Density Residential designation is intended to support single- and multi-family developments with a density of up to 12 units to the acre. The 12 units to the acre standard can be exceeded for legal, non-conforming Medium-Density Residential lots of a certain size that existed as of March 16, 1992. These lots must be between 6,000 sq.ft. and 7,260 sq.ft. in size. less than 7,260 square feet in size, but not less than 6,000 square feet. On lots that have a density calculation fraction equal to or greater than 1.65 units per acre, two units may be constructed.

The 12 dwelling units per acre standard is exceeded by approximately 53 percent of the existing Medium-Density development. Existing nonconforming units that are voluntarily demolished may be rebuilt to the same density, subject to other standards of the zoning code and the following: ~~the~~The allowable density or number of units to be redeveloped is limited to the General Plan density plus a 25 percent density incentive bonus or the existing number of units, whichever is less. Because of the location and intensity of development, Medium-Density Residential areas are also appropriate for quasi-residential uses such as convalescent hospitals and group residential homes. Schools, churches, parks, libraries, and related public facilities are also appropriate.

Complementary commercial uses within this designation may be allowed in planned development projects, provided the commercial uses will have FARs that are the same as the Neighborhood Commercial land use designation.

### High-Density Residential

Areas designated as High-Density Residential are intended for residential development with a density of up to 20 units to the acre with some exceptions as described in this section. Density bonuses shall be granted by the City when a project is designed to provide housing for individuals and families with specialized requirements (e.g., senior citizens, handicapped, very-low, low-income, and moderate income households with needs not sufficiently accommodated by conventional housing) or provide other facilities or land as required by State law. The City may also grant additional incentives or concessions pursuant to State law.

Sakioka Lot 1, a 41-acre ~~vacant~~ parcel, located in the Town Center area of the City adjacent to Anton Boulevard (Area 87 of the North Costa Mesa Specific Plan), has a ~~higher density limit of 80 units per acre with a maximum residential cap of 660 units.~~ density limit of 22 du/acre with a total number of 890 units.

The two-acre property at 580 Anton Boulevard in the Lakes Area (Area 5 of the North Costa Mesa Specific Plan) has a site-specific density of 125 units/acre. This equates to a maximum of 250 units on the site ~~with an approximate building height of 26 stories.~~ Additionally, a resident-serving commercial/retail use component is permitted provided that minimal traffic-generation characteristics of this retail component can be demonstrated in review and approval of a master plan. Additional development standards for this planned development are contained in the North Costa Mesa Specific Plan.

A three-acre property at 3350 Avenue of the Arts is located north of Anton Boulevard along the east side of Avenue of the Arts in The Lakes area (Area 5 of the North Costa Mesa Specific Plan). The following standards have been established: (1) a site-specific density of a maximum 44 units/acre for a mixed-use development comprised of a boutique hotel and high-rise residential building and (2) a maximum nonresidential FAR of 2.12 FAR which includes the hotel use and ancillary commercial uses. However, subject to comparable traffic generation characteristics, ~~t~~The North Costa Mesa Specific

## Land Use Element

Plan contains provisions allowing development flexibility related to the maximum overall development of dwelling units, hotel rooms, and resident-serving retail/commercial uses. For example, the expansion of the existing hotel may be allowed provided that the traffic generation characteristics are comparable to this development option. Additional development standards for this planned development, including maximum allowable building height and mix of dwelling units and hotel rooms, are contained in the North Costa Mesa Specific Plan.

In 2014, a site-specific density of 58 units/acre and site-specific building height of five and six stories were established for a 4.17-acre site at 125 East Baker Street. The project featured a five-story, 240-unit apartment building and six-story parking structure.

In 2015, a 224-unit apartment building on a 4.15-acre property at 2277 Harbor Boulevard was approved. The project involved: (1) change of the land use designation from General Commercial to High Density Residential; (2) site-specific base density of 40 du/acre with a development incentive for an additional 58 dwelling units, for an overall site-specific density of 54 du/acre; (3) site specific building height for a 5-level parking structure. The density incentive program involved a proposed base density of 166 units (40 du/acre) with a density incentive for an additional 58 dwelling units. The density incentive was justified by (a) Provision-provision of 20 affordable units for moderate-income households and (b) Complete-complete demolition of the Costa Mesa Motor Inn and revitalization of the marginal property. Rezone R-14-04 from C1 (Local Business District) to PDR-HD (Planned Development Residential – High Density) was also approved.

In order to encourage the development of additional residential ownership opportunities in the Westside, City Council designated an overlay area by adoption of the Mesa West Residential Ownership urban plan. For existing developments that exceed 20 dwelling units per acre, the Mesa West Residential Ownership urban plan may allow redevelopment of residential projects to existing densities provided that certain development standards are met for encouraging ownership housing.

In the High-Density Residential designation, existing non-conforming developments, that are voluntarily destroyed, may be rebuilt to the original density subject to other standards of the zoning code and the following: the

allowable density or number of units to be redeveloped would be limited to the General Plan density plus a 50 percent density incentive bonus or the existing number of units, whichever is less.

High-density areas should be located in proximity to transportation routes, especially those served by public transit, and also within convenient distances to shopping and employment centers. Although proximity to the above uses and transportation routes often results in a residential development being subject to adverse impacts, High-Density Residential development can be less susceptible to impacts than lower densities if visual and acoustical shielding techniques are incorporated into the project.

In addition to the above locational preferences, viable ~~High-Density-high~~ density development is also dependent upon site characteristics. A site should be of appropriate size and dimension before the higher densities within this designation are allowed.

Because of their location and intensity of development, High-Density Residential areas are also appropriate for quasi-residential uses (e.g., convalescent hospitals, and group residential homes). Schools, churches, parks, libraries, and related public facilities are also appropriate.

Complementary commercial uses within this designation may be allowed in planned development projects provided that the commercial uses will have Floor Area Ratios that are the same as the Neighborhood Commercial land use designation.

Mixed-use development projects are intended to provide additional housing opportunities in the City by combining residential and nonresidential uses in an integrated development. Additionally, this type of development is intended to revitalize areas of the city (such as the Westside) without exceeding the capacity of the General Plan transportation system. Mixed-use developments shall be implemented through an adopted urban plan (such as the 19 West Urban Plan) and shall be identified on the City's Zoning Map by designating either the R2-HD and R-3 base zoning districts with the mixed-use overlay district. The mix of uses can occur in either a vertical or horizontal design, up to four stories in height. Product types shall be identified in the applicable urban plan and may include live/work units and commercial/residential units where the residential uses are located above or

## Land Use Element

adjacent to the nonresidential component. Nonresidential uses may include office, retail, business services, personal service, public spaces and uses, and other community amenities. In conjunction with areas that are designated with the mixed-use zoning overlay district, the maximum FAR is 1.0. An increase to 1.25 FAR may be allowed for mixed-use plans exhibiting design excellence. In a mixed-use overlay district area, this FAR includes both residential and non-residential components, and the maximum number of stories is four.

Major ~~High-Density~~ high density neighborhoods are clustered around Orange Coast College; along Mesa Verde Drive East; between Adams and Harbor; around Vanguard University; in the northeast portion of the South Coast Metro area; in the Downtown Redevelopment area; and the southeast portion of the City.

### *Commercial Designations*

Seven commercial land use designations are established. These designations vary in location and intensity to accommodate the full range of commercial activity present and desired in Costa Mesa. Development intensity potential is measured using FAR in relation to the amount of traffic expected (see Table LU-7, *Commercial Floor-Area Ratio*).

**Table LU-7: Commercial Floor-Area Ratio**

Land Use	Traffic FAR			
	Very Low	Low	Moderate	High
Commercial-Residential	--	0.40	0.30	0.20
Neighborhood Commercial <sup>2</sup>	0.75	0.35	0.25	0.15
General Commercial <sup>2</sup>	0.75	0.40	0.30	0.20
Commercial Center <sup>1,2,3</sup>	0.72	0.45	0.35 <sup>a</sup>	0.30
Regional Commercial	0.652/0.890 FAR. Refer to Regional Commercial discussion			
Urban Center Commercial	0.50 FAR for Retail, 0.60 FAR for Office, 0.79 FAR for S.C. Metro Center. Refer to Urban Center Commercial discussion and the North Costa Mesa Specific Plan for additional discussion.			
Cultural Arts Center	1.77 FAR. Refer to Cultural Arts Center discussion and the North Costa Mesa Specific Plan for additional discussion.			

Land Use	Traffic FAR			
	Very Low	Low	Moderate	High
Multi-Use Center <sup>4</sup>	0.25 FAR for Institutional/Recreational Uses.			

Notes:

1. Refer to Commercial Center discussion for site-specific FARs on certain properties.
2. With application of the mixed-use overlay district, the FAR may range from 1.0 to 1.25. Refer to appropriate land use designation discussion.
3. Los Angeles Times Site has a 0.54 (commercial) to 0.64 (office) FAR.
4. Refer to Multi-Use Center discussion for description of other uses allowed within this designation.

**Commercial-Residential**

The Commercial-Residential designation is intended to be applied to a limited area on the eastside of Newport Boulevard between Walnut Street East 19<sup>th</sup> Street and Mesa Drive. It is the intent of this land use designation to allow a complementary mix of commercial and residential zoning along Newport Boulevard. It is anticipated that individual parcels will be developed as either a commercial or residential use. A mix of both commercial and residential uses on one parcel should only be allowed as a Planned Development.

Residential development is encouraged provided that certain development standards are met pursuant to the adopted Newport Boulevard Specific Plan. Residential Density ranges from 12 units per acre to 17.4 units per acre. It will be necessary to ensure adequate buffering between the residential development and non-residential uses.

Allowable floor area ratios are 0.20 for high traffic generating uses, 0.30 for moderate traffic generating uses, and 0.40 for low traffic generating uses as shown on Table LU-6. Residential and non-residential uses may be integrated into a single development through the Planned Development process. Residential densities in planned development projects shall not exceed 17.4 units per acre pursuant to the development standards in the *Newport Boulevard Specific Plan*. Noncommercial uses would be subject to the same floor area standards as commercial uses in this designation.

Institutional uses are also appropriate in this designation, provided that land use compatibility and traffic issues have been addressed. Institutional uses would require discretionary approval.

**Land Use Element**

**Neighborhood Commercial**

The Neighborhood Commercial designation is intended to serve convenience shopping and service needs of local residents. Appropriate uses include markets, drug stores, retail shops, financial institutions, service establishments, and support office uses. Restaurants, hotels, and motels may be appropriate if properly located, designed, and operated to avoid adverse impacts to surrounding uses. Since Neighborhood Commercial uses are intended to serve nearby residential neighborhoods, the uses permitted should be among the least intense of the commercial uses.

**General Commercial**

The General Commercial designation is intended to permit a wide range of commercial uses that serve both local and regional needs. These areas should have exposure and access to major transportation routes since significant traffic can be generated. General Commercial areas should be insulated from the most sensitive land uses either through buffers of less-sensitive uses or on-site design features. The most intense commercial uses should be encouraged to locate on sites of adequate size to avoid compatibility issues with surrounding uses. Appropriate uses include those found in the Neighborhood Commercial designation plus smaller retail stores, theaters, restaurants, hotels and motels, and automobile sales and service establishments.

In areas designated General Commercial, development typically will result in combinations of one- and two-story commercial buildings. Buildings in excess of two stories may be permitted in select areas via discretionary approval where the additional height would not impact surrounding uses.

As complementary uses, residential and other noncommercial uses may be allowed through the Planned Development process. Residential densities in planned development projects shall not exceed 20 dwelling units per acre. Noncommercial uses would be subject to the same FAR standards as commercial uses.

Institutional uses are also appropriate in the General Commercial designation, provided that land use compatibility and traffic issues have been addressed. Institutional uses would require discretionary approval.

For a 4.4-acre site at 1626/1640 Newport Boulevard, a site-specific FAR of 0.40 and trip budget of 186 AM peak hour trips and 281 PM peak hour trips was established. These two standards allowed the development of medical office uses or similar “moderate-traffic” generating uses provided that the site-specific trip budget is not exceeded.

### **Commercial Center**

The Commercial Center designation is intended for large areas with a concentration of diverse or intense commercial uses serving local and regional needs. Appropriate uses include a wide variety and scale of retail stores, professional offices, restaurants, hotels and theaters. Intense service uses, such as automobile repair and service, should be discouraged. Because of the large service area, direct access to major transportation corridors is essential.

Development within this designation is intended for a variety of intensities ranging from one- to four-story buildings. The allowable floor area ratios are 0.25 for high traffic generating uses, 0.35 for moderate traffic generating uses, 0.45 for low traffic generating uses, and 0.75 for very-low traffic generating uses.

In conjunction with areas that are designated with the mixed-use zoning overlay district, the maximum FAR is 1.0. An increase to 1.25 FAR may be allowed for mixed-use plans exhibiting design excellence. In a mixed-use overlay district area, this FAR includes both residential and non-residential components, and the maximum number of stories is four.

Mixed-use development projects are intended to provide additional housing opportunities in the City (such as the Westside) by combining residential and nonresidential uses in an integrated development. Additionally, this type of development is intended to revitalize areas of the city, without exceeding the capacity of the General Plan transportation system. Mixed-use developments shall be implemented through an adopted urban plan (such as the 19 West Urban Plan) and shall be identified on the City’s Zoning Map by designating either the CL, C1 and/or C2 base zoning districts with the mixed-use overlay district. The mix of uses can occur in either a vertical or horizontal design, up to four stories in height. Product types shall be identified in the applicable urban plan and may include live/work units and commercial/residential units where the residential uses are located above or adjacent to the nonresidential

## Land Use Element

component. Nonresidential uses may include office, retail, business services, personal service, public spaces and uses, and other community amenities.

Institutional uses are also appropriate in this commercial designation provided that land use compatibility and traffic issues have been addressed.

Institutional uses require discretionary approval.

As complementary uses, residential and other noncommercial uses may be allowed through the Planned Development process. Residential densities in planned development projects should not exceed 20 dwelling units per acre. The corresponding population density range is up to 50 persons per acre. A site-specific residential density of 40 du/ac was approved for 1901 Newport Boulevard. The corresponding density range for the project is 100 persons per acre.

A site-specific FAR of 0.70 and a site-specific density of 40 units/acre was established for the property located at 1901 Newport Boulevard, a 7.79-acre site located on the northwest corner of W. 19th Street and Newport Boulevard. The General Plan amendment recognized the existing development intensity of the 1901 Newport Plaza commercial building (127,500 sq. ft.) and allowed additional development of 145 multi-family units with a site-specific building height allowed for a five-level parking structure.

### *Segerstrom Home Ranch*

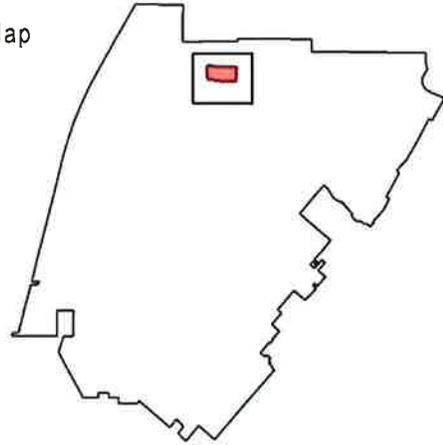
The Segerstrom Home Ranch is a 93.34-acre located at 3315 Fairview Road, and has a base land use designation of Commercial Center and is a part of the North Costa Mesa Specific Plan. In conjunction with approval of Home Ranch Alternative A, a site-specific FAR of 0.41 was established for the 17.2-acre IKEA site. (IKEA is a large retail/warehouse use.) This property is located at the southeast corner of South Coast Drive and Harbor Boulevard. A maximum allowable FAR of 0.40 for office uses was established for the 14.5-acre Industrial Park parcel located to the north of South Coast Drive.

In 2016, a specific site FAR allowed a maximum of 0.64 FAR on the 44-acre subarea of Segerstrom Home Ranch, located south of South Coast Drive. Maximum building height varies from 2 stories to 5 stories/75 feet within this subarea. Although the Planned Development Commercial zoning may allow mixed-use development (i.e. housing as a complementary use), housing is not permitted on this property due to the site-specific FAR allowance.

Aerial



Key Map



General Plan Designations

- Low Density Residential (8 du/ac)
- Medium Density Residential (12 du/ac)
- High Density Residential (20 du/ac)
- General Commercial
- Commercial Center
- Urban Center Commercial
- Industrial Park
- Public/Institutional

General Plan



Baseline (2015)

Square Feet.....0  
 Total Area.....43.6 acres

Land Use Plan

Office Square feet.....1,200,000  
 FAR.....0.64 FAR\*

\* Building intensity shall not exceed maximum allowable development set forth by the trip budget in the North Costa Mesa Specific Plan.

**Figure LU-4:  
 Segerstrom Home Ranch**

## Land Use Element

The established trip budgets for this subarea of Home Ranch is 1,860 AM and 1,788 PM. See Table 8 and Figure 4. The North Costa Mesa Specific Plan provides ~~more~~ additional FAR, building height, and trip budget information for Segerstrom Home Ranch (Area 1).

**Table LU-8: Segerstrom Home Ranch**

Categories	Baseline (2015)	Segerstrom Home Ranch
Floor-Area Ratio (FAR)	N/A	0.64 Maximum trip budget for this subarea of Segerstrom Home Ranch is 1,860 AM and 1,788 PM. Building intensity shall not exceed maximum allowable development set forth by the trip budget in the North Costa Mesa Specific Plan
Building Square Feet	N/A	1,200,000

Source: City of Costa Mesa, 2015.

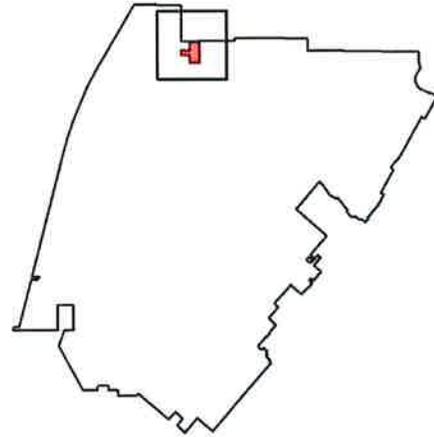
### Los Angeles Times Site

The Los Angeles Times Site is a 24-acre site located at 1375 West Sunflower Avenue, near the intersection of Harbor Boulevard and South Coast Drive. The intent is to create opportunities for either office or commercial retail development at a strategic location. Office development project is allowed at a maximum 0.64 FAR (up to 655,000 square feet office). Commercial/retail development is allowed at a maximum 0.54 FAR of 0.54 (up to 553,000 square feet). Maximum allowable building height is 5 stories/75 feet. Although the Planned Development Commercial zoning may allow mixed-use development (i.e. housing as a complementary use), housing is not permitted on this property due to the site-specific FAR allowance. The maximum trip budget established for the LA Times site is 1,015 AM and 976 PM peak hour trips. See Table LU- 9 and Figure LU-5.

Aerial



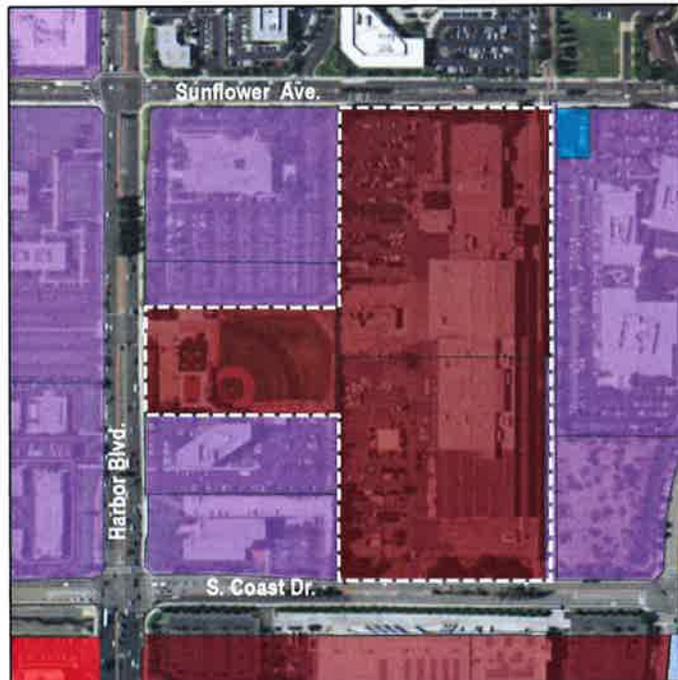
Key Map



General Plan Designations

- Industrial Park
- General Commercial
- Commercial Center

General Plan



Baseline (2015)

Land Use .....Manufacturing, Private Open Space  
 Square Feet.....374,000 sq. ft.  
 Total Area.....23.5 acres

Land Use Recommendation

Land Use.....Office or Retail  
 FAR.....0.64 FAR for Office  
 FAR.....0.54 FAR for Retail  
 Square Feet.....553,000 to 655,000

**Figure LU-5:  
 Los Angeles Times Site**

**Table LU-9: Los Angeles Times Site**

Categories	Baseline (2015)	Los Angeles Times Site
Floor-Area Ratio (FAR)	N/A	0.64 FAR for office development 0.54 FAR for commercial/retail Maximum trip budget is 1,015 AM and 976 PM.  Building intensity shall not exceed maximum allowable development set forth by the trip budget.
Building Square Feet	374,000	655,000 sq.ft. for office development 553,000 sq.ft. for commercial/retail

Source: City of Costa Mesa, 2015.

**Regional Commercial**

The Regional Commercial designation is intended to apply to large concentrated shopping centers of regional scale and importance. The intended uses within this designation include major department stores, specialty retail outlets, restaurants, offices, hotel and other complementary uses.

Application of the Regional Commercial designation is limited to the existing South Coast Plaza sites. This includes the original 97-acre site between Bristol and Bear Street and the additional 18-acre site located west of Bear Street. This designation and locational criteria recognizes the evolution of South Coast Plaza as a regionally significant retail trade center served by major regional transportation facilities and services.

The Costa Mesa General Plan assigns a trip budget for the original South Coast Plaza site of 1,166 AM peak hour trips and 5,036 PM peak hour trips. The trip budget for the site west of Bear Street is 293 AM peak hour trips and 1,264 PM peak hour trips.

Complementary residential uses within this designation are allowed through the Planned Development process. The maximum allowable residential density shall be 20 dwelling units per acre. The trip budget for South Coast Plaza is identified in Table LU-10: *Trip Budget for South Coast Plaza*, and in the *North Costa Mesa Specific Plan*.

**Table LU-10: Trip Budget for South Coast Plaza**

South Coast Plaza Location	Maximum Square Footage	Floor Area Ratio	A.M. Peak Hour Trip Budget	P.M. Peak Hour Trip Budget
West of Bear Street	690,350	0.890	293	1,264
East of Bear Street	2,750,000	0.652	1,166	5,036

**Urban Center Commercial**

The Urban Center Commercial designation is intended to allow high-intensity mixed-use commercial development within a limited area. Developments within this designation can range from one- and two-story office and retail buildings to mid- and high-rise buildings of four to approximately 25 stories, provided the maximum building height set forth in the *North Costa Mesa Specific Plan* is not exceeded. Appropriate uses include offices, retail shops, restaurants, residential, and hotels.

For mixed-use projects that include separate or distinct components, the nonresidential FAR standard and the residential density standard shall apply to each of the respective components, not the entire project site. For mixed-use projects that do not include distinct elements or include mixed-use buildings, the overall level of intensity shall be governed by the allowable nonresidential FAR and the maximum number of residential units identified in this designation for a specific project site. Developments shall also comply with the established trip budget standards and comply with the most restrictive standard.

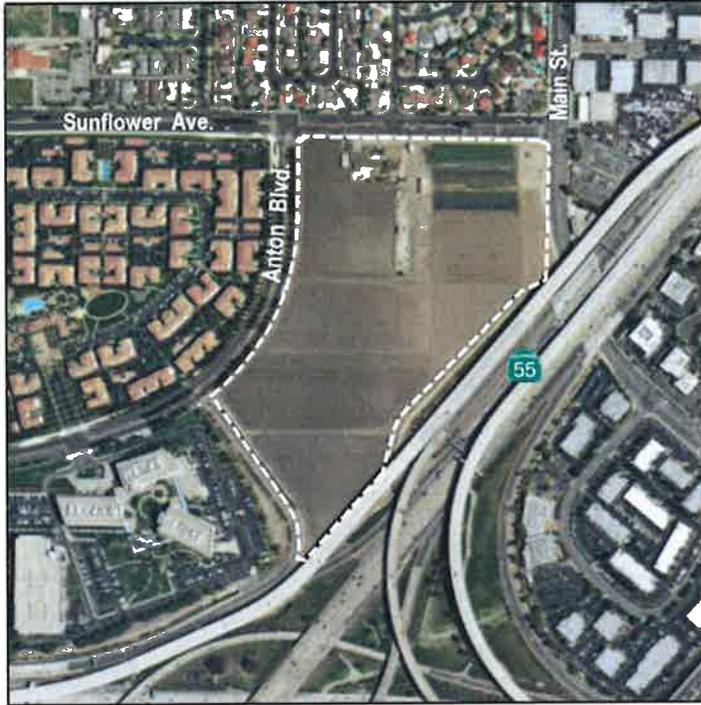
Complementary residential uses within this designation may be allowed through the Planned Development zone process. The maximum allowable residential density within this designation shall be 20 dwelling units per acre, unless otherwise specified in the *North Costa Mesa Specific Plan*.

The Urban Center Commercial designation includes the following major developments:

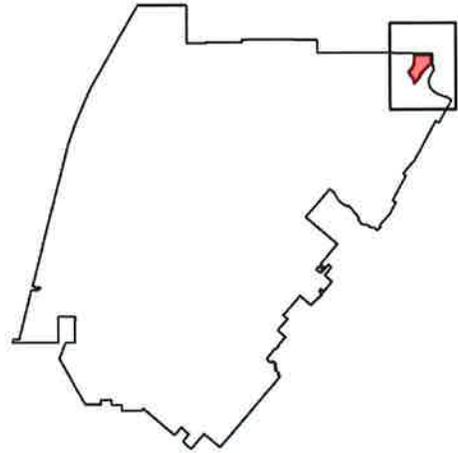
- Automobile Club of Southern California
- Metro Pointe
- South Coast Metro Center/Experian
- Sakioka Lot 2 (As of 2015, unbuilt)

Land Use Element

Aerial



Key Map



General Plan Designations

- High Density Residential (20 du/ac)
- Urban Center Commercial

General Plan



Baseline (2015)

Square Feet.....0.0  
 Total Area.....33 acres

Land Use Plan

Residential Units.....660  
 Density.....80 DU/AC  
 FAR.....1.00 FAR\*  
 Maximum Building Height.....12 stories

\* Building intensity shall not exceed maximum allowable development set forth by the trip budget in the North Costa Mesa Specific Plan.

**Figure LU-6:  
 Sakioka Lot 2**

All of these four properties had development agreements with the City of Costa Mesa that vested maximum development square footages, floor area ratios, trip budgets, and allowed uses. Provided in Table LU-11: *Urban Center Major Developments*, is a summary of the various land use standards that apply to these major developments. Please refer to the *North Costa Mesa Specific Plan* for additional information related to these properties. See Figure LU-6 for Sakioka Lot 2 land use plan.

**Table LU-11: Urban Center Major Developments**

Area	Acres	Maximum		Peak Hour Vehicle Trip Budget		North Costa Mesa Specific Plan Applies
		Development Agreement Non-Residential Building Sq.Ft./FAR	Allowable Residential Units	A.M.	P.M.	
Automobile Club of Southern California <sup>1</sup>	43	967,000 sq. ft. 0.56 FAR	0	1,190 <sup>2</sup>	1,576 <sup>2</sup>	No
Metro Pointe <sup>1</sup>	34	592,287 sq. ft. 0.48 FAR	0	729 <sup>2</sup>	965 <sup>2</sup>	Yes
South Coast Metro Center/Experian <sup>1</sup>	45	Residential Option: 1,335,386 sq. ft. 0.69 FAR Non-Residential Option: 1,546,180 sq. ft. 0.79 FAR	Residential Option: 484 units	Residential Option: 1,931 <sup>2</sup> Non-Residential Option: 1,886 <sup>2</sup>	Residential Option: 1,976 <sup>2</sup> Non-Residential Option: 1,994 <sup>2</sup>	Yes
Sakioka Lot 2 <sup>1</sup>	33	Non-Residential: 863,000 sq. ft. 0.50 retail FAR 0.60 office FAR	Residential Option: 660 units <u>80 du/acre</u>	1,062 <sup>2</sup>	1,407 <sup>2</sup>	Yes

Notes:

1. An established development agreement specifies the maximum building square footage and floor area ratio, which is consistent with the North Costa Mesa Specific Plan and General Plan.
2. Vehicle trips per hour
3. This maximum peak hour trip budget may be increased to no more than 5,180 a.m. peak hour trips in direct relation to the decrease in the maximum number of high-rise residential units.

## **Land Use Element**

### *Automobile Club of Southern California Processing Center*

This 39.2-acre site is comprised of two parcels and is located on the southwest corner of Sunflower Avenue and Fairview Road. The primary site contains 29.5 acres and is located west of Fairview Road, between South Coast Drive and Sunflower Avenue. The second parcel contains approximately 9.7 acres and is located across the adjacent flood control channel to the west, just north of South Coast Drive. As of 2000, the site was developed with 717,000 sq. ft. of office and support service uses. An additional 250,000 sq. ft. of development is allowed pursuant to a development agreement for a total of 967,000 square feet; the resultant maximum FAR is 0.56. Future construction will be developed in phases during the 30-year term of the agreement.

### *Metro Pointe*

Metro Pointe includes two office building sites located north of South Coast Drive at its intersection with Greenbrook Drive and approximately 28.5 acres of land located south of South Coast Drive along the San Diego Freeway. A development agreement approved in 1994 addresses the site south of South Coast Drive. The development agreement vests the property owner with the ability to construct 592,281 square feet of office and commercial uses with a resultant floor area ratio of 0.48. This property is also located in the North Costa Mesa Specific Plan area.

### *South Coast Metro Center/Experian*

The 44.72-acre South Coast Metro Center/Experian sites are located south of Anton Boulevard and east of Avenue of the Arts. Upon completion, the site will include nearly 1,546,180 square feet of office and commercial development. A site-specific FAR of 0.79 was established for the combined South Coast Metro Center and Experian sites.

In 2006, a site-specific residential density increase for a 4.86-acre site portion of this development was approved as an optional development scenario for this property. The maximum density allowed is 100 units/acre with integrated ancillary retail uses. This equates to a maximum density of 484 high-rise units at 100 units/acre. The residential development option results in a corresponding decrease in the maximum allowable floor area ratio and building square footages for non-residential buildings in order to be similar to the a.m. and p.m. trip budgets established for the South Coast Metro

Center/Experian sites ~~for with~~ strictly a non-residential development. The North Costa Mesa Specific Plan provides further detail for these properties.

*Sakioka Lot 2*

The 33-acre Sakioka Lot 2 is located south and east of Anton Boulevard. This site is undeveloped except for farmhouses and farm operation facilities. Pursuant to a development agreement, the maximum allowable building square footage is of 863,000 square feet with a corresponding maximum floor area ratio of 0.50 retail/0.60 office.

The maximum residential density shall be 28 dwelling units per acre for the residential component of a mixed-use development (See “Mixed-Use” discussion of the Specific Plan) or a maximum of 80 dwelling units per acre if the entire site is developed as an independent residential community including affordable housing (See “Affordable Housing / Density Bonus discussion of the Specific Plan).

Future development on Sakioka Lot 2 is subject to the trip budget limitation, applicable development standards of the PDC zone, and consistency with the both the North Costa Mesa Specific Plan and the General Plan. A maximum 1.0 FAR shall be applied for nonresidential development.

**Cultural Arts Center**

The Cultural Arts Center designation is applied to the 54 acres that comprise South Coast Plaza Town Center. This area is generally bounded by Sunflower Avenue to the north, Bristol Street to the west, Avenue of the Arts to the east, and the San Diego (I-405) Freeway to the south. This designation is limited to this geographical area, and it is not intended to be applied to other locations in the City.

The Cultural Arts Center designation allows intensely developed mixed commercial and cultural uses within a limited area. The intended uses within this designation include mid- to high-rise offices, hotels, restaurants, retail and cultural uses (theater, art museum or academy, etc.), as well as mid- to high-rise residential units in limited areas that are defined in the North Costa Mesa Specific Plan. It serves as the cultural center of the community and provides a focus to the arts-related uses, with the complement of nearby employment and shopping opportunities.

## Land Use Element

The overall allowable FAR standard for this designation is 1.77. Included in this FAR calculation is the land dedicated or reserved in 2000 for the Avenue of the Arts off-ramp and associated flood control channel improvements. The 1.77 FAR may be exceeded on individual parcels within South Coast Plaza Town Center provided that over the entire 54-acre site the 1.77 FAR is not exceeded. Further delineation of the allocation within South Coast Plaza Town Center of the floor area ratio and trip budget is provided in the North Costa Mesa Specific Plan.

In 2006, a high-rise residential development option for each of the three sub-areas in South Coast Plaza Town Center was approved. The maximum number of residential units allowed in the entire South Coast Plaza Town Center is 535 units. The high-rise residential development option is further detailed in the North Costa Mesa Specific Plan. As shown in the following table (Table LU-12 Town Center Intensity), this scenario results in a corresponding decrease in the maximum allowable floor area ratio and building square footages for non-residential buildings in order to maintain the a.m. and p.m. trip budgets established for the South Coast Plaza Town Center.

**Table LU-12: Town Center Intensity**

Residential	Maximum Allowable			Peak Hour Trip Budget	
	NonResidential		High-Rise Residential Units	A.M.	P.M.
	FAR	Building Square Footage			
Residential Option	1.70 <sup>1</sup>	3,991,008 sq. ft.	535	5,123	6,632
Non-Residential Option	1.77 <sup>4</sup>	4,161,813 sq. ft.	80	5,180	6,632

Notes:

1. This maximum FAR may be increased to no more than 1.77 in direct relation to the decrease in the maximum number of high-rise residential units.
2. This maximum peak hour trip budget may be increased to no more than 5,180 a.m. peak hour trips in direct relation to the decrease in the maximum number of high-rise residential units.
3. This alternative includes the 80 high-rise residential units associated with the museum site in Segerstrom Center for the Arts; see North Costa Mesa Specific Plan.
4. This maximum FAR may not be increased if the 80-unit residential component is not constructed; see North Costa Mesa Specific Plan.

**Industrial Designations**

Two industrial land use designations apply to over 1,000 acres. These designations accommodate a variety of industrial and compatible office uses, as well as limited and supportive commercial uses. Development intensity potential is measured using FAR in relation to the amount of traffic expected, as shown in Table LU-13: *Industrial Floor-Area Ratio*.

**Table LU-13: Industrial Floor-Area Ratio**

Industrial Use <sup>1</sup>	Traffic FAR			
	Very Low	Low	Moderate	High
Light Industry	0.75	0.35	0.25	0.15
Industrial Park	0.75	0.40	0.30	0.20

*Note:* 1. With an application of the mixed-use overlay district, the FAR may range from 1.0 to 1.25. Refer to Mixed Use discussion and Table LU-11, Mixed-Use Residential Density.

**Light Industry**

The Light Industry designation applies to areas intended for a variety of light and general industrial uses. Uses are limited to small manufacturing and service industries, as well as larger industrial operations that can demonstrate design features or restricted operations that limit disruptions to surrounding uses. Although the uses within Light Industry areas are intended to be less intense than those allowed in Industrial Parks, the frequent lack of a physical separation between Light Industry areas and residential development necessitates design features that limit disturbances between uses. Access to industrial areas should be provided in a manner that directs industrial traffic away from more sensitive uses.

Development within this designation would be characterized by a combination of one- and two-story buildings. Because of the location of Light Industry areas and their proximity to residential uses, higher buildings should be restricted to areas that will not disrupt the surrounding residential uses.

Certain commercial uses may be allowed, provided that the commercial use is determined to be complementary to the industrial area. Commercial recreational uses may also be appropriate under the same condition.

## **Land Use Element**

Institutional uses may also be appropriate, provided that land use compatibility and traffic issues have been addressed. Institutional uses would require discretionary review.

Combinations of residential, institutional, and commercial uses may be allowed through the Planned Development process. FARs and population densities for commercial projects would be similar to the Neighborhood Commercial land use designation. Residential densities in Planned Development projects are not to exceed 20 dwelling units per acre.

Mixed-use development projects in overlay zones are intended to provide additional housing opportunities in the City (such as the Westside) by combining residential and nonresidential uses in an integrated development. Additionally, this type of development is intended to revitalize areas of the city, without exceeding the capacity of the General Plan transportation system. Mixed-use developments shall be implemented through an adopted urban plan (such as the 19 West and Mesa West Bluff Urban Plan) and shall be identified on the City's Zoning Map by designating the MG base zoning district with the mixed-use overlay district. The mix of uses can occur in either a vertical or horizontal design, up to four stories in height. Product types shall be identified in the applicable urban plans and may include live/work units and commercial/residential units where the residential uses are located above or adjacent to the nonresidential component. Nonresidential uses may include office, retail, business services, personal service, public spaces and uses, and other community amenities. Residential development may be allowed in conjunction with the mixed-use overlay district for Mesa West Bluff Urban Plan area at density that does not exceed 13 units per acre. The required Mesa West Bluff ~~urban~~ Urban plan-Plan shall include development standards to ensure compatibility with surrounding land uses.

### **Industrial Park**

The Industrial Park designation is intended to apply to large districts that contain a variety of industrial and compatible office and support commercial uses. Industrial parks are characterized by large parcels and landscaped setbacks which create a campus-like environment. Industrial parks must have proximity to freeways and other major transportation routes to provide the accessibility they require. An internal circulation system consisting of lesser highways is also necessary to accommodate the vehicle demands created.

Industrial parks have major physical separations from areas designated for other uses to maintain their distinctiveness and avoid potential land use incompatibilities.

Development within this designation would consist of one- and two-story buildings. Additional height may be permitted when compatible with adjacent development and provided uses are consistent with other constraints, such as height limits and use restrictions within John Wayne Airport influence area, as identified in the Safety Element. The Industrial Park portion of the Home Ranch site may include buildings up to five stories in height near the center of the development. The *North Costa Mesa Specific Plan* provides specific building height information for the Segerstrom Home Ranch (Area 1).

Commercial uses may be allowed, provided that the use is determined to be complementary to the industrial area. Commercial recreational uses may also be appropriate under the same condition. Institutional uses may also be appropriate, provided that land use compatibility and traffic issues have been addressed. Institutional uses shall require discretionary approval.

Proposed Industrial development must be analyzed for potential significant impacts to air quality, aesthetics, land use, and other environmental issues.

Combinations of residential, institutional, and commercial uses may be allowed through the Planned Development process. FARs and population densities for commercial projects would be similar to the Neighborhood Commercial land use designation. Residential densities in planned development projects shall not exceed 20 dwelling units per acre.

### *Institutional and Open Space*

Costa Mesa has thousands of acres of land set aside for public, semi-public, and open space type uses, all identified by one of three land use designations: Public/Institutional, Golf Course, and Fairgrounds, and Fairview Developmental Center. See “Multi-Use Center” discussion for the Fairview Developmental Center site.

#### **Public/Institutional**

The Public/Institutional designation applies to both publicly and privately owned land that provides recreation, open space, health, and educational opportunities, as well as uses that provide a service to the public. Since this

## **Land Use Element**

designation includes many different types of land uses, the Land Use Plan is labeled to identify the individual uses.

Areas included in this designation are park sites, health care facilities, educational institutions, religious facilities, fairgrounds, and public facilities. Since many of the uses are recreational and open space in nature, levels of building intensity are minimal.

### **Golf Course**

Three golf courses are located within the City's planning area. Two of these, the Costa Mesa Golf Course and Mesa Verde Country Club, lies within the City limits. Santa Ana Country Club is in the unincorporated area east of Newport Boulevard. Because of the large area devoted to open space, the building intensity for this designation is 0.01 FAR.

### **Fairgrounds**

The Fairgrounds land use designation is applicable to only one property known as the Orange County Fair & Event Center (OCFEC) in the City of Costa Mesa. The Fairgrounds is a 150-acre site located at 88 Fair Drive. This designation is intended to:

- Ensure continued development of the property as an integrated complex that is composed of recreational, agriculture-related educational institutions, open space, farmland, equestrian, and commercial uses, and
- Promote the continued and sustained use of the property for the annual Orange County Fair in recognition of its value as a regionally significant resource in the City of Costa Mesa.

Home to the annual Orange County Fair since 1949, the site is bounded by Arlington Drive (north boundary), Fair Drive (south), Fairview Road (west), and Newport Boulevard (east). Regional access is primarily provided to the site by State Route 55 (SR-55) at the interchanges of Fair Drive/Del Mar Avenue and 22nd Street/Victoria Street. Access from Interstate 405 (I-405), which is approximately one-mile north of the Fairgrounds, is provided via interchanges at Bristol Street, Fairview Road, and Harbor Boulevard. See Figure LU-7.

The site was formerly a portion of the Santa Ana Army Air Base, and in 1949 the California 32nd District Agricultural Association (DAA) acquired the



Source: City of Costa Mesa, 2015

 OC Fair & Event Center



**Figure LU-7: Fairgrounds**

## Land Use Element

property from the Federal Government. Since that time, the annual Orange County Fair has occurred at this location. Through the years the 32nd DAA has expanded the use of the property into a year-round exhibition, conference, equestrian, activity, and event center; these uses compose collectively the OCFEC.

The 32nd DAA Fair Board adopted the current OCFEC Master Plan in 2003. Given that the 32nd DAA is a state entity for administration of the Orange County Fair, Costa Mesa has limited land use and permitting authority over the property while it is controlled by the State.

If in the future, if the State no longer controls the property, any proposed new development or change of use shall be subject to review for consistency with the City's General Plan and zoning regulations. The new property owner/operator may continue to operate the Fairgrounds as it existed at the time of sale as a legal nonconforming use and development. The property's legal nonconforming status will remain in effect until such time as the property owner submits and receives approval of a master plan by Costa Mesa.

The Fairgrounds site contains approximately 400,000 square feet of buildings, including:

- Pacific Amphitheater
- Arlington Theater
- Grandstand Arena
- Equestrian ~~Center~~center
- Exhibit and ~~Administration~~administration buildings ~~Buildings~~
- Concession and ~~Restaurant~~restaurant ~~Buildings~~buildings
- Memorial Gardens
- Centennial Farms
- Livestock ~~Barns~~barns

The Fairgrounds designation recognizes the existing fairground and event center uses associated with this site. The General Plan traffic model does not take into account the trip generation from the annual OC Fair or weeknight/weekend special event uses (i.e. Orange County Marketplace) because peak vehicle trips to the site occur outside normal business timeframes. However, further development of the Fairgrounds will need to

be balanced with the development capacity of the City's transportation system and with the protection of surrounding neighborhoods.

Permitted uses include ancillary office uses, exposition/conference uses, equestrian uses, agricultural/livestock activities, restaurants, temporary specialty retail sales (including vehicle sales), outdoor marketplace, emergency operational uses, and concerts/live entertainment uses. Complementary uses to the fairground and event center uses may include botanical gardens, animal exhibits, museum, art/historical artifacts gallery, and performance art theaters that are supportive of the fairground uses.

Uses that are not supportive of fairground and event center uses are expressly prohibited. Prohibited uses include, but are not limited to, casinos/gambling venues, shopping centers, hotel/motels, residential uses, self-storage facilities, hospitals, and medical uses. In addition, exclusive use or dedicated athletic sports facilities and educational uses that are unrelated to the OC FEC are prohibited.

As a State-owned property, the Fairgrounds is not normally subject to the City's Noise Ordinance. However, pursuant to a 1990 Court Order (Case Nos. 42 07 28 and 55 65 08), exterior noise standards comparable to the City's noise regulations have been applied to the property. Noise sensitive uses include neighboring residences, Davis Intermediate School, and Costa Mesa High School. The court-ordered noise restrictions apply to the operation of the Pacific Amphitheater. Development within the Fairgrounds designation is intended for buildings ranging from one- to four-story structures. The maximum allowable floor area ratio for this designation shall be 0.10.

### *Multi-Use Center*

#### **Fairview Developmental Center**

On January 5, 1959, the Fairview Developmental Center opened as a State hospital originally occupying 752 acres. Fairview Developmental Center had an initial bed capacity of 2,622 and was intended to house some 4,125 residents. The population at the facilities peaked in 1967 and have been declining since. The current population is 275 persons, and the downward trend is expected to continue due to the restructuring of the State of California's approach to providing institutionalized care for the developmentally disabled. In the past decade, the State has been focusing on residential care options (as opposed to institutional care) for these disabled individuals.

## Land Use Element

A large portion of the original land was transferred in 1979 to the City of Costa Mesa and now encompasses Fairview Park and the golf course. In 1985, the City granted a General Plan amendment and rezone of 54 acres of surplus land immediately to the north of the hospital facilities for high density residential uses. In 2004 and 2006, other parcels were converted to residential uses. These areas are planned developments with one-story, single-family residences, a two-story, small-lot residential subdivisions, and two-story apartment buildings (Harbor Village Apartments).

In February 2016, the State of California Department of Development Services initiated the process for the closure of the Fairview Developmental Center.

Multi-use refers to the integration of a variety of land uses and intensities. This land use category includes uses which are low to moderate intensity and urban in character. The Multi-Use Center designation is applicable only to the Fairview Developmental Center property at 2501 Harbor Boulevard. The compatible zoning district is Institutional & Recreational - Multi-use-Use District (I&R-MLT). The allowable land uses are as follows:

- 0.25 FAR Institutional & Recreational Uses
- 25 percent minimum requirement for parkland and open space purposes (approximately 25.6 acres).
- Maximum cap of 500 dwelling units for the entire site at 15 dwelling units per acre. Exception: 300 dwelling units at 25 dwelling units per acre allowed for the Shannon's Mountain site (12-acre development area at Shannon's Mountain)

In anticipation of the future closure of the Fairview Development Center, this property is assigned a unique General Plan land use plan designation. The Multi-Use Center designation is comprised of a variety of residential, open space, and institutional uses.

These multi-uses are to be complementary to the Costa Mesa Golf Course and surrounding residential neighborhoods. The maximum residential density for the Fairview Developmental Center property would be a maximum density of 15 dwelling units per acre, with a maximum number of 500 residential units for the entire site. However, a maximum of 300 dwelling units at a maximum density of 25 dwelling units per acre may be allowed at the Shannon Mountain's site within the Fairview Developmental Center. Under these density limitations, the overall cap in total housing buildout shall not exceed 500 units for the entire Fairview Developmental Center site. Additional housing units may be built, as long as they meet the density bonus provisions

pursuant to State law (Government Code Section 65915- 65918). At least 25 percent of the site shall be dedicated to open space. A maximum 0.25 FAR for institutional/recreational uses would be allowed for undeveloped area not assigned to housing or permanent open space. See Table LU-14: Multi-Use Center Fairview Land Use Designation. Permitted uses include:

- Institutional uses, such as public and private recreational facilities, dedicated athletic fields, athletic complex, sports parks, community centers, and public facilities.
- Hospital, medical, dental, physical therapy, in-patient care, psychiatric facilities, administrative offices and facilities for the developmentally disabled.
- Residential uses, such single-family detached housing, apartments, condominiums, and townhouses.
- Open space uses, such as active play fields, recreational areas, parkland, and botanical gardens.

Uses that are industrial or commercial in nature are expressly prohibited. Prohibited uses include, but are not limited to, corporate office parks, casinos/gambling venues, shopping centers, concerts/entertainment venues, hotel/motels, Exposition exposition/conference uses, shopping center, and swap meet.

The maximum 0.25 FAR for institutional development within the Multi-Use Center designation is intended for buildings ranging from one- to four-story structures. Residential uses shall also be limited to a maximum height of four stories.

The Multi-Use Center General Plan land use designation (and corresponding Zoning District) will require a Master Plan for any future development project, whether or not the State retains the property or sells to a private entity. A Master Plan is required to be approved by the City Council if the property is owned by a non-State entity or if the State elects to participate in the City's planning process for Master Plan adoption.

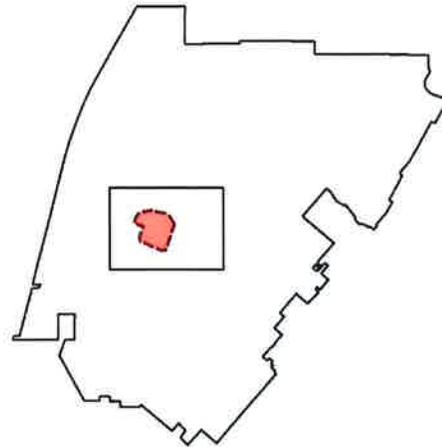
The City will require the dedicated parkland component in order to activate a master plan for new development. The 25 percent open space requirement would apply, and, therefore, future development would need to include a specific acreage of active park uses for sports fields or the master plan cannot be considered in conformance with ~~the~~ this unique General Plan land use designation.

**Land Use Element**

Aerial



Key Map



**General Plan Designations**

- Low Density Residential (8 du/ac)
- Medium Density Residential (12 du/ac)
- High Density Residential (20 du/ac)
- General Commercial
- Neighborhood Commercial
- Multi-Use Center
- Golf Course

General Plan: Land Use Designation



**Baseline (2015)**

Beds.....300  
Total Area.....102.6 Acres

**Land Use Plan**

Land Use Designation.....Multi-Use Center  
Total Residential Units.....500  
 - Units at 25 du/ac.....300 (12.0 acres)  
 - Units at 15 du/ac.....200 (13.3 acres)  
 Open Space Acres.....25.6 acres (25%)  
 Public/Institutional Acres.....51.6 acres (50%)

**Figure LU-8:  
Multi-Use Center**

The maximum 0.25 FAR for institutional development within the Multi-Use Center designation is intended for buildings ranging from one- to four-story structures. Residential uses shall also be limited to a maximum height of four stories.

**Table LU-14: Multi-Use Center Designation**

Categories	Baseline (2015)	Multi-Use Center Designation
Density (DU/AC)	N/A	300 residential units at 25 DU/AC 200 residential units at 15 DU/AC
Total Units	N/A	500
Floor-Area Ratio (FAR)	N/A	0.25 Public Facilities/Institutional/Recreational
Building Square Feet	N/A	N/A
Dedicated Open Space	N/A	25.6 acres of Open Space

Source: City of Costa Mesa, 2015.

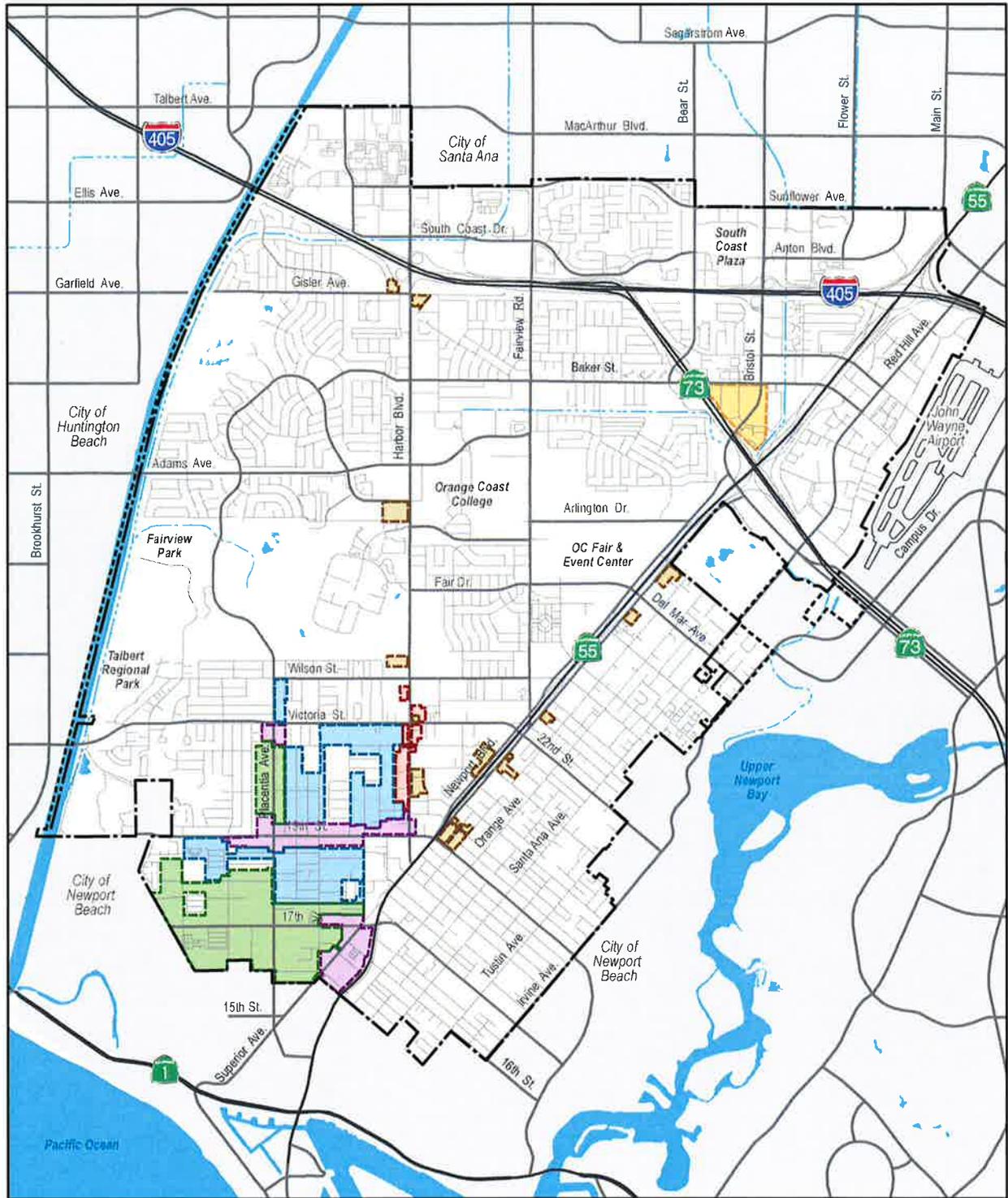
## Land Use Overlays and Urban Plans

The City has adopted land use overlays that are intended to encourage reuse and revitalization of underutilized properties. The incentives provided expand land uses, provide development flexibility, stimulate economic growth, and create integrated areas complementary to the surrounding environs. Refer to Figure LU-9 for the location of the Overlay and Urban Plan boundaries.

### *Mixed-Use Overlay Zone/Urban Plan Areas*

Mixed-use development projects are intended to provide additional housing opportunities in the City by combining residential and nonresidential uses in an integrated development. Additionally, this type of development is intended to revitalize areas of the City without exceeding the capacity of the General Plan transportation system. Mixed-use developments shall be implemented through an adopted urban plan and shall be identified on the Zoning Map with the mixed-use overlay district. The mix of uses can occur in either a vertical or horizontal design.

# Land Use Element



- Overlays**
- Residential Incentive Overlay
  - SoBECA Mixed-Use Overlay
  - Harbor Mixed-Use Overlay

- Westside Urban Plans**
- 19 West Urban Plan
  - Mesa West Bluffs Urban Plan
  - Mesa West Residential

Source: City of Costa Mesa, 2015



**Figure LU-9: Overlays and Urban Plans**

Product types shall be identified in the applicable urban plan and may include live/work units and commercial/residential units, where the residential uses are located above or adjacent to the nonresidential component.

Nonresidential uses may include office, retail, business services, personal service, public spaces and uses, and other community amenities.

In conjunction with areas that are designated with the mixed-use zoning overlay district, the maximum FAR is 1.0. An increase to 1.25 FAR may be allowed for mixed-use plans exhibiting design excellence. In a mixed-use overlay district area, the FAR includes both residential and non-residential components. Table LU-15: *Overlay and Urban Plan Residential Density*, lists the appropriate land uses and the necessary base zoning district where mixed-use development is permitted.

**Table LU-15: Overlay and Urban Plan Residential Density**

Base Land Use Designations That Allows Mixed Use <sup>4</sup>	Residential Dwelling Units Per Acre (D/A) and Floor-Area Ratio (FAR)			
	Overlays			Urban Plans
	Residential Incentive	Harbor Mixed-Use	SoBECA Mixed-Use <sup>1</sup>	Westside Urban Plans <sup>2</sup>
Commercial-Residential	40 D/A	--	--	--
Neighborhood Commercial	--	--	--	1.00/ <sup>2</sup> 1.25 FAR
General Commercial	40 D/A	20 DU/A	40 D/A <sup>1</sup>	
Light Industry	--	--	40 D/A <sup>1</sup>	
Commercial Center	--	--	--	

Notes:

1. The SoBECA Overlay has a maximum capacity of 450 residential units over the entire district, with individual projects having a maximum density of 40 dwelling units per acre.
2. Under the Westside Urban Plans, a maximum FAR of 1.0 is allowed for mixed-used projects that include a residential component. An increase to 1.25 FAR may be allowed for mixed-use plans exhibiting design excellence. FAR calculations are based on the total site area (subarea) of the commercial component and do not include the residential site area.
3. The 80 dwelling units per acre only applies to the Sakioka Site 2, with a residential unit cap of 660. Please refer to the North Costa Mesa Specific Plan for additional information.
4. See Multi-Use Center discussion for density and FAR standards for the Fairview Park Developmental Center site.

## Land Use Element

### *Residential Incentive Overlay*

The Residential Incentive Overlay creates opportunities for residential development at strategic locations along Harbor Boulevard and Newport Boulevard. This designation allows for new higher-density residential uses in areas where limited residential with lower densities are allowed. Small-lot single-family subdivisions would be appropriate as well. The Residential Incentive Overlay also expands development opportunities on commercial properties not developed to their full potential or supporting outdated buildings and underperforming uses.

Maximum building height is four stories, provided privacy concerns of adjacent established residential neighborhoods are adequately addressed through the setback of upper stories or other design approaches. Housing within the Residential Incentive Overlay is limited to a maximum density of 40 units per acre. See *Table LU-16: Residential Incentive Overlay* and Figure 10 and 11.

**Table LU-16: Residential Incentive Overlay**

Categories		Baseline (2015)	Residential Incentive Overlay
Density (DU/AC)		N/A	40
Units	Harbor Boulevard	84	1,063
	Newport Boulevard	237	1,210
	<b>Total Units</b>	<b>321</b>	<b>2,273</b>
Floor-Area Ratio (FAR)			
Building Square Feet	Harbor Boulevard	356,800	178,400
	Newport Boulevard	582,000	291,100
	<b>Total Building Square Feet</b>	<b>938,800</b>	<b>469,500</b>

Source: City of Costa Mesa, 2015.

### *South Bristol Entertainment & Cultural Arts (SoBECA) Overlay and Urban Plan*

The Mixed-Use SoBECA Overlay District applies to properties within the *SoBECA Urban Plan*. Allowed uses include a mix of housing and retail/service commercial businesses, light industrial uses, creative studios, retail campuses, and

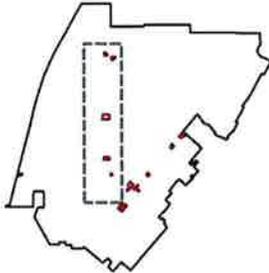
Aerial



General Plan: Overlay



Key Map



- General Plan Designations**
- Low Density Residential (8 du/ac)
  - Medium Density Residential (12 du/ac)
  - High Density Residential (20 du/ac)
  - General Commercial
  - Neighborhood Commercial
  - Light Industrial
  - Public/Institutional
  - Golf Course

**Baseline (2015)**

Harbor Total Area.....	27.4 acres
Residential Units.....	84
Commercial Square Feet....	356,800

**Land Use Plan**

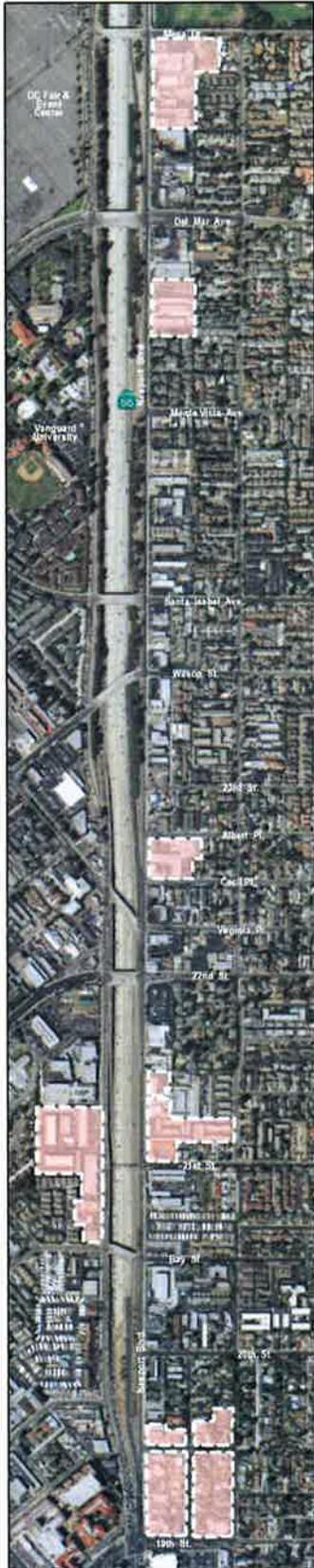
Density.....	40 DU/AC
Residential Units.....	1,063
Commercial Square Feet....	178,400

**Figure LU-10:  
Residential  
Incentive Overlay:  
Harbor Boulevard**

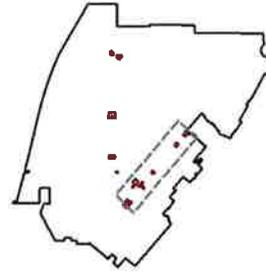
# Land Use Element

Aerial

General Plan: Overlay



Key Map



**Land Use Designations**

- Low Density Residential (8 du/ac)
- Medium Density Residential (12 du/ac)
- High Density Residential (20 du/ac)
- Commercial Residential (17.4 du/ac)
- General Commercial
- Neighborhood Commercial
- Light Industrial
- Public/Institutional
- Golf Course

**Baseline (2015)**

Newport Total Area.....30.3 acres  
 Residential Units.....237  
 Commercial Square Feet.....582,200

**Land Use Plan**

Density.....40 DU/AC  
 Residential Units.....1,210  
 Commercial Square Feet.....291,100

**Figure LU-11:  
 Residential  
 Incentive Overlay:  
 Newport Boulevard**

entertainment and restaurant uses that attract local residents and visitors. Permitted development approaches are mixed-use development that combines residential and commercial uses, as well as stand-alone commercial and residential uses. This designation emphasizes commercial uses and aims to expand the established innovative, eclectic, and unique uses that support homegrown and incubator-type businesses that are important to the local economy. The integration of innovative public spaces and “hangout” areas for special events are highly encouraged.

The maximum residential density within the SoBECA overlay is 40 units per acre. A maximum 1.25 FAR applies to mixed-use buildings that integrate residential and commercial uses. Stand-alone commercial or industrial buildings have a maximum 1.0 FAR. The maximum building height for all projects is four stories. The maximum number of residential units allowed within the entire SoBECA Urban Plan area is 450 units, see Table LU-17: *SoBECA Overlay and Urban Plan*. See also Figure LU-12: *SoBECA Mixed-Use Overlay*.

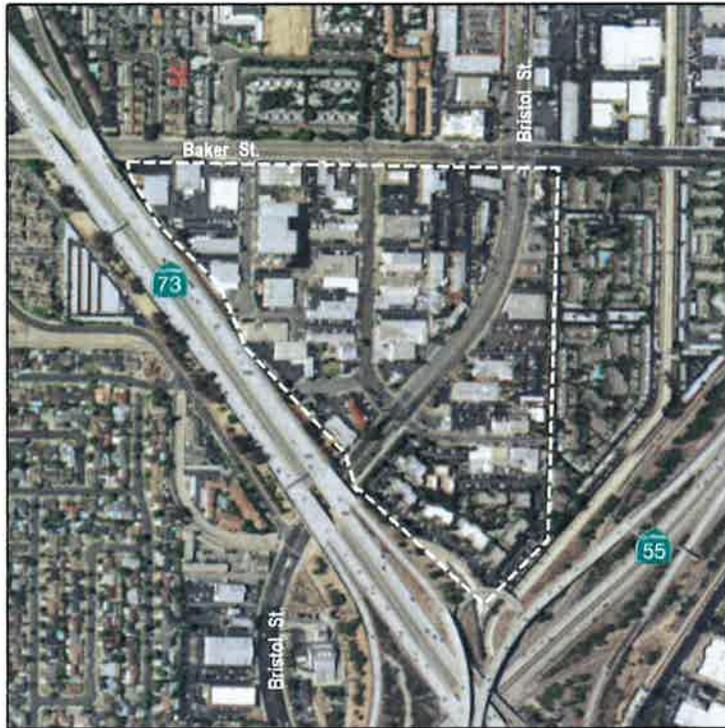
**Table LU-17: SoBECA Mixed-Use Overlay**

<b>Categories</b>	<b>Baseline (2015)</b>	<b>SoBECA Mixed-Use Overlay</b>
Density (DU/AC)	N/A	40 DU/AC Not to exceed 450 units for Overlay
Units	0	450
Floor-Area Ratio (FAR)	N/A	1.00 to 1.25
Building Square Feet	491,000	420,360

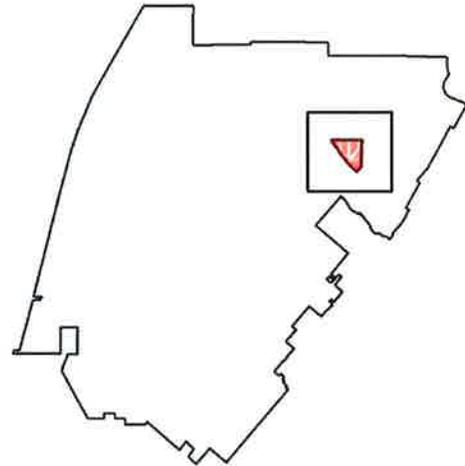
*Source: City of Costa Mesa, 2015.*

**Land Use Element**

Aerial



Key Map



**General Plan Designations**

- Low Density Residential (8 du/ac)
- Medium Density Residential (12 du/ac)
- High Density Residential (20 du/ac)
- General Commercial
- Light Industrial
- Public/Institutional

General Plan: Overlay



**SoBECA Overlay**

General Plan land use overlay that allows a maximum of 450 units. Individual residential projects cannot exceed 40 dwelling units per acre.

**Baseline (2015)**

Units.....0  
 Square Feet.....491,000  
 Acres.....39.2 Acres

**Land Use Plan**

Units.....450 Maximum  
 Square Feet.....420,359  
 FAR.....1.00 to 1.25 FAR  
 Density.....40 DU/AC\*

\* Not to exceed 450 units for area

**Figure LU-12:  
SoBECA Overlay**

*Harbor Mixed-Use Overlay*

The Harbor Mixed-Use Overlay applies to select areas along Harbor Boulevard, between Wilson Street and 19th Street. The intent is to introduce a diverse mix of uses, with the objective of creating a much more integrated, walkable, and complementary balance of creative industrial and office spaces, neighborhood-serving retail and commercial services, and residential uses along the southern portion of Harbor Boulevard that intersects with 19th Street. The designation allows residential development at up to 20 dwelling units per acre. A maximum 1.25 FAR applies to projects that consist of both residential and commercial mixed uses; ~~a 1.00 FAR applies to stand-alone commercial projects.~~ Maximum building height is four stories. See Table LU-17: *Harbor Mixed-Use Overlay* and Figure LU-13.

**Table LU-187: Harbor Mixed-Use Overlay**

Categories	Baseline (2015)	Harbor Mixed-Use Overlay
Density (DU/AC)	N/A	20 DU/AC
Units	13	491
Floor-Area Ratio (FAR)	N/A	1.00 to 1.25
Building Square Feet	337,300	321,000 of Commercial

Source: City of Costa Mesa, 2015.

*Westside Urban Plans*

In April 2006, the City adopted three Westside urban plans that created overlay zones in designated areas of the Westside: the *19 West Urban Plan*, the *Mesa West Bluffs Urban Plan*, and the *Mesa West Residential Ownership Urban Plan*. Development proposed within the Westside Urban Plans requires approval of a Master Plan pursuant to the City of Costa Mesa Municipal Code.

**19 West Urban Plan**

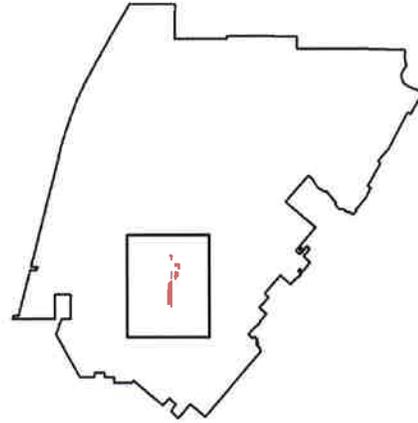
The *19 West Urban Plan* provides commercial and residential mixed-use opportunities primarily along 19<sup>th</sup> Street and Harbor Boulevard, at a cluster of properties between Newport Boulevard and Superior Avenue, and at the south corner of Victoria Street and Placentia Avenue. This mixed-use overlay zone (over the Commercial and Industrial base districts) is intended to promote commercial/residential mixed-use development, encourage adaptive reuse, stimulate private investments and improvements, promote new

# Land Use Element

## Aerial



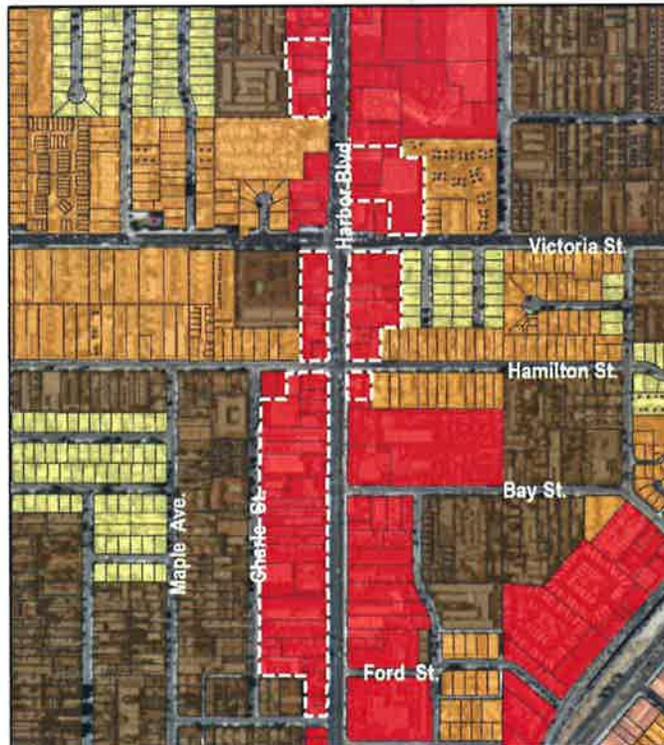
## Key Map



### General Plan Designations

- Low Density Residential (8 du/ac)
- Medium Density Residential (12 du/ac)
- High Density Residential (20 du/ac)
- General Commercial

## General Plan: Overlay



### Harbor Mixed-Use Overlay

General Plan land use overlay that allows a maximum residential density of 20 dwelling units per acre. Mixed-use projects that do not include residential components can be developed at a 1.00 FAR. Mixed-use projects with both residential and commercial components can be developed at 1.25 FAR.

### Baseline (2015)

Residential Units.....	13
Commercial Square Feet.....	337,300
Total Area.....	24.6 acres

### Land Use Plan

Residential Units.....	491
Commercial Square Feet.....	321,000
Density.....	20 DU/AC
FAR.....	1.00 to 1.25 FAR

**Figure LU-13:  
Harbor Mixed-Use Overlay**

housing types, and meet housing demand. Development is subject to the trip budget established in the zoning code.

### **Mesa West Bluffs Urban Plan**

The *Mesa West Bluffs Urban Plan* encompasses approximately 277 acres and was adopted to provide an overlay zone encouraging the development of live/work units or residential development, with the goal of revitalizing and attracting new high-quality residences. The *Mesa West Bluffs Urban Plan* applies to industrial properties predominantly south of 18<sup>th</sup> Street, north of 16<sup>th</sup> Street, and along Placentia Avenue. The Urban Plan intends to stimulate live/work and residential development without exceeding the development capacity of the General Plan transportation system. With regard to industrial uses, established industrial uses may continue and expand. New residential development must recognize long-established industrial uses and be designed to minimize conflicts. Within a live/work or mixed-use development in the Urban Plan area, nNew creative industrial workspace is permitted, provided that activities limit or confine noise, dust, and vibration impacts.

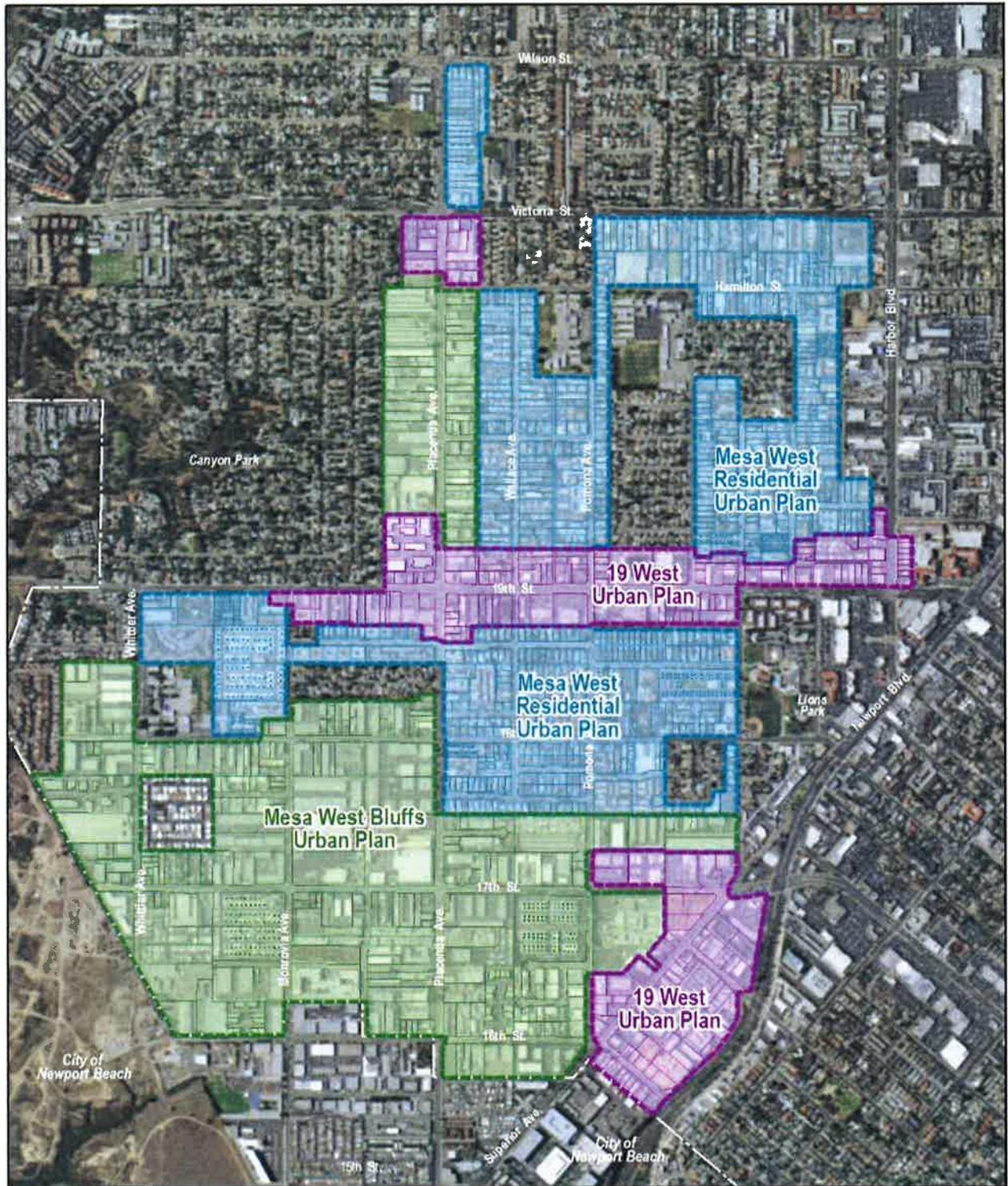
### **Mesa West Residential Ownership Urban Plan**

The *Mesa West Residential Ownership Urban Plan* encompasses approximately 238 acres located between Victoria Street and 17<sup>th</sup> Street, east west of SR-55. The objective of the *Mesa West Residential Ownership Urban Plan* is to promote economic viability in existing medium-density and high-density residential areas, encourage the conversion of existing rental apartments to residential common-interest development (i.e., condominiums, planned unit development, and cooperatives), and encourage new residential common-interest development to improve the balance between rental and ownership opportunities.

The *Mesa West Residential Ownership Urban Plan* provides flexible development regulations to create additional incentives for new development.

See LU-14: *Westside Urban Plans*, for the location and boundaries for each Westside Urban Plan.

Land Use Element



Westside Urban Plans

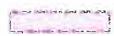
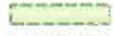
-  19 West Urban Plan
-  Mesa West Bluffs Urban Plan
-  Mesa West Residential



Figure LU-14: Westside Urban Plans

# General Plan and Zoning Ordinance Consistency

The relationship between the General Plan land use designations and zoning districts is shown in Table LU-19: *General Plan and Zoning Consistency*. This table indicates how properties will be zoned to be consistent with the General Plan Land Use Plan. The Zoning Ordinance has the following Zoning Districts:

- Single-Family Residential (R1)
- Multiple-Family Residential, Medium Density (R2-MD)
- Multiple-Family Residential, High Density (R2-HD)
- Multiple-Family Residential (R3)
- Administrative and Professional (AP)
- Commercial Limited (CL)
- Local Business (C1)
- General Business (C2)
- Shopping Center (C1-S)
- Town Center (TC)
- Off-Street Parking (P)
- Institutional and Recreational (I & R)
- Institutional and Recreational - School (I & R-S)
- Institutional and Recreational - Multi-Use (I & R-MLT)
- General Industrial (MG)
- Industrial Park (MP)
- Planned Development Residential (PDR)
- Planned Development Commercial (PDC)
- Planned Development Industrial (PDI)
- Mixed-Use Overlay District (MU)
- Residential Incentive Overlay District (RIO)

**Land Use Element**

**Table LU-19: General Plan and Zoning Consistency**

Land Use Plan Designations	Consistent Zoning Classification
Low Density	R1, PDR-LD, I&R, I&R-S
Medium Density	R1, R2-MD, PDR-MD, I&R, I&R-S, MU, <u>RIQ</u>
High Density	R2-MD, R2-HD, R3, PDRHD, PDR-NCM, I&R, I&R-S, MU, <u>RIQ</u>
Commercial-Residential	AP, CL, C1, P, PDC, R2-MD, R2-HD, PDR-MD, PDR-HD, <u>RIQ</u>
Neighborhood Commercial	CL, C1, AP, P
General Commercial	CL, C1, C2, C1-S, PDC, AP, P, <u>RIQ</u> , <u>MU</u>
Commercial Center	C1, C2, C1-S, PDC, AP, PDC, P
Regional Commercial	PDC
Urban Center Commercial	PDC
Cultural Arts Center	TC
Multi-Use Center	I&R-MLT
Industrial Park	MG, PDI, CL
Light Industrial	MP, PDI, CL
Public and Institutional	I&R, I&R-S, P
Golf Course	I&R
Fairgrounds	I&R
Fairview	R2-MD, R2-HD, R3, I&R

Source: City of Costa Mesa, 2015.

## Housing and Employment Projections

Providing a land use arrangement that encourages a correlation of employment and housing opportunities is a local and regional responsibility. Providing sufficient commercial land to support residential development is primarily a local responsibility, although commercial uses serving regional needs are provided as well. Sufficient land must also be established to meet the recreational needs of the local community, although regional needs are often accommodated by land within individual cities. Table LU-20: *General Plan Land Use 2035*, identifies the projected future growth and implications of the Land Use Plan.

**Land Use Element**

**Table LU-20: General Plan Land Use 2035**

Land Use Designations	Net Acres	Residential Dwelling Units		Non-Residential Square Feet	
		2015 Existing	2035 Future	2015 Existing	2035 Future
<b>Residential</b>					
Single-Family	2,088.2	14,210	14,791	--	--
Multi-Family	1,705.0	28,413	37,103	--	--
<b>Non-Residential</b>					
Commercial-Residential	47.9	--	--	543,000	455,200
Neighborhood Commercial	40.5	--	--	338,000	472,100
General Commercial	616.3	--	--	7,065,300	8,556,100
Commercial Center	54.4	--	--	733,000	522,800
Urban Center Commercial	167.7	--	--	4,550,700	6,134,200
Cultural Arts Center	57.3	--	--	2,673,300	4,869,800
Regional Commercial	147.9	--	--	2,723,700	3,260,800
Industrial Park	671.5	--	--	8,684,500	10,240,000
Light Industrial	378.1	--	--	4,402,500	2,838,000
Public and Institutional	1,263.4	--	--	1,989,000	3,970,700
Golf Course	553.7	--	--	84,200	243,900
Fairgrounds	150.0	--	--	128,800	427,400
Multi-Use Center	102.6	--	-500	--	562,000
<b>Totals</b>	<b>8,044.5</b>	<b>42,623</b>	<b>51,894</b>	<b>33,916,000</b>	<b>42,553,000</b>

Notes:

1. Includes Low-Density Residential General Plan land use designation.
2. Includes Medium-Density, High-Density, and Commercial-Residential, Overlays General Plan land use designations.

## Goals, Objectives, and Policies

Maintaining and enhancing the great quality of life in Costa Mesa is the foundation of this General Plan. The City will look towards focusing future change within targeted growth areas. Some of these areas already have a mix of commercial, office, hotel, and residential uses, and are located along roadways that will be enhanced with “Complete Streets” features (see Circulation Element), improved landscaping, and expanded public spaces (such as parks and plazas). In turn, the City will also protect and enhance neighborhoods throughout Costa Mesa to ensure these largely residential areas continue to provide value to residents and the community as whole.

Foremost, attention will be given to protecting the character and quality of residential neighborhoods, including those features that distinguish an area, such as building scale, historical structures, well-maintained rental housing, mature vegetation, and attractive streetscapes.

The goals, objectives, and policies that address land use are as follows.

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### **Goal LU-1: A Balanced Community with a Mix of Land Uses to Meet Resident and Business Needs**

**Objective LU-1A.** *Establish and maintain a balance of land uses throughout the community to preserve the residential character of the City at a level no greater than can be supported by the infrastructure.*

**Policy LU-1.1** Provide for the development of a mix and balance of housing opportunities, commercial goods and services, and employment opportunities in consideration of the needs of the business and residential segments of the community.

**Policy LU-1.2** Balance economic gains from new development while preserving the character and densities of residential neighborhoods.

## Land Use Element

- Policy LU-1.3** Strongly encourage the development of residential uses and owner-occupied housing (single-family detached residences, condominiums, townhouses) where feasible to improve the balance between rental and ownership housing opportunities.
- Policy LU-1.4** Promote housing and employment opportunities within planned development areas to the extent feasible.
- Policy LU-1.5** Maintain a land use structure that strives to balance jobs and housing with available infrastructure and public and human services.

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## Goal LU-2: Preserve and Protect Residential Neighborhoods

**Objective LU-2.** *Promote land use patterns and development that contribute to community and neighborhood identity.*

- Policy LU-2.1** In the event of damage or destruction, allow any legal conforming use in existence at the time of adoption of the General Plan that is located in a nonconforming development to be rebuilt to its original building intensity, as long as any such rebuilding would not increase the development's nonconformity, and the damage or destruction was in no way brought about by intentional acts of any owner of such use or property.
- Policy LU-2.2** Pursue maximum use of utility company funds and resources in undergrounding existing overhead lines, and encourage undergrounding of utilities in the public right-of-way for residential development consisting of five units or more, to the extent feasible and practical.
- Policy LU-2.3** Develop standards, policies, and other methods to encourage the grouping of individual parcels to eliminate obsolete subdivision patterns and to provide improved living environments while being consistent with the neighborhood character of the surrounding community.
- Policy LU-2.4** Do not allow "rounding up" when calculating the number of permitted residential units, except for lots existing as of March 16, 1992, zoned R2-MD that have less than 7,260

square feet in area, and no less than 6,000 square feet, where density calculation fractions of 1.65 or greater may be rounded up to two units.

- Policy LU-2.5** Allow creation of parcels without street frontage if sufficient easements are provided for planned developments or common-interest developments consistent with the neighborhood character. This policy does not apply to small lot subdivisions.
- Policy LU-2.6** Encourage increased private market investment in declining or deteriorating neighborhoods.
- Policy LU-2.7** Permit the construction of buildings over two stories or 30 feet only when it can be shown that the construction of such structures will not adversely impact surrounding developments and deprive existing land uses of adequate light, air, privacy, and solar access.
- Policy LU-2.8** Limit building height to four stories above grade south of the I-405 Freeway, except for special purpose housing, such as elderly, affordable, or student housing, unless otherwise approved by a General Plan amendment. (A four-story/five-level parking structure with roof deck parking on the fifth level is considered a four-story structure.)
- Policy LU-2.9** Require appropriate building setbacks, structure orientation, and the placement of windows to consider the privacy of adjacent residential structures within the same project and on adjacent properties.
- Policy LU-2.10** Promote lot consolidation of residential properties to the extent feasible and practical, including the creation of larger single-family residential lots that exceed the minimum 6,000 square foot requirement in neighborhoods where the prevailing residential subdivision pattern features larger-sized residential lots.
- Policy LU-2.11** Ensure adequate noise attenuation in urban design, such as walls for sound attenuation, development of landscaped greenbelts, provision of landscape berms, etc.

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## Goal LU-3: Development that Maintains Neighborhood Integrity and Character

**Objective LU-3.** *Establish policies, standards, and procedures to minimize blighting influences, and maintain the integrity of stable neighborhoods.*

**Policy LU-3.1** Protect existing stabilized residential neighborhoods, including mobile home parks (and manufactured housing parks), from the encroachment of incompatible or potentially disruptive land uses and/or activities.

**Policy LU-3.2** Actively enforce existing regulations regarding derelict or abandoned vehicles, outdoor storage, and substandard or illegal buildings, and establish regulations to abate weed-filled yards when any of the above are deemed to constitute a health, safety, or fire hazard.

**Policy LU-3.3** Continue code enforcement as a high priority with regard to the regulation of property maintenance standards citywide and group homes and sober living homes in the single-family and multi-family residential areas.

**Policy LU-3.4** Ensure that residential densities can be supported by the infrastructure and are compatible with existing residential neighborhoods in the surrounding area.

**Policy LU-3.5** Provide opportunities for the development of well-planned and designed projects which, through vertical or horizontal integration, provide for the development of compatible residential, commercial, industrial, institutional, or public uses within a single project or neighborhood.

**Policy LU-3.6** Facilitate revitalization of aging commercial centers by working with property owners, developers, local businesses, and other community organizations to coordinate efforts.

**Policy LU-3.7** Promote development/design flexibility that encourages older or poorly maintained high-density residential uses to be rehabilitated.

**Policy LU-3.8** Ensure that new development reflects existing design standards, qualities, and features that are in context with

nearby development and surrounding residential neighborhoods.

**Policy LU-3.9** Locate high-intensity developments or high traffic generating uses away from low-density residential in order to buffer the more sensitive land uses from the potentially adverse impacts of the more intense development or uses.

**Policy LU-3.10** Minimize effects of new development on the privacy and character of surrounding neighborhoods.

**Policy LU-3.11** Promote small lot residential development on long, narrow, single parcels or combined residential lots.

**Policy LU-3.12** Ensure that new development reflects existing design standards, qualities, and features that are in context with nearby development.

**Policy LU-3.13** Prohibit construction of buildings which would present a hazard to air navigation, as determined by the Federal Aviation Administration (FAA).

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## Goal LU-4: New Development that Is Sensitive to Costa Mesa’s Environmental Resources

**Objective LU-4.** *Encourage new development and redevelopment that protects and improves the quality of Costa Mesa’s natural environment and resources.*

**Policy LU-4.1** Ensure that appropriate watershed protection activities are applied to all new development and significant redevelopment projects that are subject to the NPDES Stormwater Permit during the planning, project review, and permitting processes.

**Policy LU-4.2** Avoid conversion of areas particularly susceptible to erosion and sediment loss (e.g., steep slopes) and/or establish development guidelines that identifies these areas and protects them from erosion and sediment loss.

## Land Use Element

- Policy LU-4.3** Preserve or restore areas that provide water quality benefits and/or are necessary to maintain riparian and aquatic biota.
- Policy LU-4.4** Promote site development that limits impact on and protects the natural integrity of topography, drainage systems, and water bodies, and protect the integrity of the bluff crest.
- Policy LU-4.5** Promote integration of stormwater quality protection into construction and post-construction activities, as required by the NPDES Stormwater Permit and the City's Local Implementation Plan.
- Policy LU-4.6** Incorporate the principles of sustainability into land use planning, infrastructure, and development processes to reduce greenhouse gas emissions consistent with State goals.

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## Goal LU-5: Adequate Community Services, Transportation System, and Infrastructure to Meet Growth

- Objective LU-5.** *Ensure availability of adequate community facilities and provision of the highest level of public services possible, taking into consideration budgetary constraints and effects on the surrounding area.*
- Policy LU-5.1** Pursue annexation of certain areas within the City's Sphere of Influence to provide land use regulation and city services within its jurisdiction.
- Policy LU-5.2** Strongly encourage protection and preservation of existing, but underutilized, school sites for future recreational, social, or educational uses.
- Policy LU-5.3** As appropriate and timely, consider the establishment of development impact fee program(s) to fund additional fire and police personnel, library facilities, and related equipment to meet the demands of additional growth in the City.

## Land Use Element

- Policy LU-5.4** Require appropriate site and environmental analysis for future fire and police station site locations or for the relocation or closure of existing fire and police facilities.
- Policy LU-5.5** Ensure that new development pays its fair share for parkland impacts and traffic impacts. This includes fees related to community services (police protection services and fire emergency response services) or library facilities, once adopted and applicable.
- Policy LU-5.6** Promote development of revenue-generating land uses that help defray the costs of high quality public services.
- Policy LU-5.7** Encourage new development that is organized around compact, walkable, mixed-use neighborhoods and districts to conserve open space resources, minimize infrastructure costs, and reduce reliance on the automobile.
- Policy LU-5.8** Include an evaluation of impacts on utility systems and infrastructure in EIRs for all major general plan amendment, rezone, and development applications.
- Policy LU-5.9** Phase or restrict future development in the City to that which can be accommodated by infrastructure at the time of completion of each phase of a multi-phased project.
- Policy LU-5.10** Building densities/intensities for proposed new development projects shall not exceed the trip budget for applicable land use classifications, as identified in the Land Use Element. Building intensities for proposed new development projects shall not exceed the applicable floor area standards, except for the following conditions:
- (a) Limited deviations from the graduated floor area ratio standards for the commercial and industrial land use designations may be approved through a discretionary review process. No deviation shall exceed a 0.05 increase in the FAR in the moderate traffic category, and no deviation shall be allowed in the very-low, low, and high traffic categories. Deviations from the FAR standards shall not cause the daily trip generation for the property to be exceeded when compared to the existing daily trip generation for the site without the proposed project or maximum allowable traffic generation for

## Land Use Element

the Moderate Traffic FAR category, whichever is greater.

- (b) Additions to existing nonconforming non-residential developments may be allowed if the additions do not affect the overall traffic generation characteristics of the development, and, if the additions do not substantially affect the existing height and bulk of the development. Additions to non-residential developments shall be limited to those land uses with traffic generation rates based on variables other than building area square footage. Examples of such additions include, but are not limited to: 1) Hotels/Motels: increases in the size of hotel rooms or lobbies where no increase in the total number of rooms is proposed; 2) Theaters: increases to “back-stage” support areas or lobbies where no increase in the total number of seats is proposed.
- (c) In the above conditions, the new development shall be compatible with surrounding land uses. Additional criteria for approving deviations from the FAR standards may be established by policy of the City Council.

- Policy LU-5.11** Development Plans shall be required for all phased development and approvals and shall be approved by the Planning and Transportation Services Divisions prior to the issuance of building permits.
- Policy LU-5.12** Development Plans shall include an overall buildout plan, which can demonstrate the ability of the circulation system to support the proposed level of development.
- Policy LU-5.13** The City shall continue its annual preparation of the Development Phasing and Performance Monitoring Program. The annual review will specifically address major intersection operations in any mixed-use overlay area.

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## Goal LU-6: Economically Viable and Productive Land Uses that Increase the City’s Tax Base

**Objective LU-6:** *Ensure the long term productivity and viability of the community’s economic base.*

- Policy LU-6.1** Encourage a mixed of land uses that maintain and improve the City’s long-term fiscal health.
- Policy LU-6.2** Continue to promote and support the vitality of commercial uses to meet the needs of local residents and that support regional-serving commercial centers.
- Policy LU-6.3** Continue to prioritize commercial and industrial park use of properties north of I-405 and within the Airport Industrial District.
- Policy LU-6.4** Support the continued presence of incubator businesses in the action sports industry and jobs-producing businesses in the Westside.
- Policy LU-6.5** Encourage revitalization of existing, older commercial and industrial areas in the Westside with new mixed-use development consisting of ownership housing stock and live/work units.
- Policy LU-6.6** Continue to encourage and retain land uses that generate sustainable sales and property tax revenues, including regional commercial destinations and automobile dealerships.
- Policy LU-6.7** Encourage new and retain existing businesses that provide local shopping and services.
- Policy LU-6.8** Provide efficient and timely review of development proposals while maintaining quality customer service standards for the business, development, and residential community.
- Policy LU-6.9** Support the retention and growth of Class A office tenants, including corporate headquarters for the action sports industry, pharmaceuticals, and high technology companies within the City.

## Land Use Element

**Objective LU-6B:** *Encourage and facilitate activities that expand the City's revenue base.*

**Policy LU-6.10** Encourage a broad range of business uses that provide employment at all income levels and that make a positive contribution to the City's tax base.

**Policy LU-6.11** Provide opportunities for mixed-use, office, manufacturing, and retail development that respond to market and community needs in terms of size, location, and cost.

**Policy LU-6.12** Track retail trends and tailor regulations to respond to market changes, maximize revenue, and maintain the appropriate the business mix.

**Policy LU-6.13** Encourage new development along major corridors that are pedestrian oriented and includes a mixture of retail/service, residential, and office uses.

**Policy LU-6.14** Improve ease and accessibility to information to capture opportunities for businesses to establish in Costa Mesa and bring high-skill and professional jobs and new revenue sources into the community.

**Policy LU-6.15** Promote unique and specialized commercial and industrial districts within the City which allow for incubation of new or growing businesses and industries.

**Policy LU-6.16** Examine options for the development of new infrastructure for new technologies and businesses that use those technologies.

**Objective LU-6C:** *Retain and expand the City's diverse employment base, including office, retail/service, restaurants, high-tech, action sports, boutique or prototype manufacturing, and industrial businesses.*

**Policy LU-6.17** Engage in activities that promote Costa Mesa as a ~~good~~ great place to live, work, and develop a business.

**Policy LU-6.18** Continue to work with surrounding cities to strengthen regional economic development.

**Policy LU-6.19** Provide flexibility and support for development or residential, office, small retail centers, and similar uses that would serve local residents and would also benefit from the high visibility along major corridors outside of significant commercial or industrial nodes.

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## **Goal LU-7: A Sound Local Sustainable Economy that Attracts Investment, Creates Educational Opportunities, and Generates Employment Opportunities**

- Policy LU-7.1** Endeavor to create mixture of employment opportunities for all economic levels of residents and businesses.
- Policy LU-7.2** Support linkages between local educational institutions and local industries and businesses. Foster training, collaboration with employers, and new innovative programs that increase job opportunities for residents and students attending school locally.
- Policy LU-7.3** Foster and provide useful and efficient partnerships to implement economic opportunities with private, non-profit, or other public agencies.
- Policy LU-7.4** Cultivate an entrepreneurial and academic environment that fosters innovation through non-traditional housing developments, flexible office spaces, experiential development, and ensuring the diversity of retail/service throughout the urban districts.
- Policy LU-7.5** Support and provide flexibility for development projects and businesses which produce, care, and maintain material goods or fixed assets meant to support the production of market goods, especially for niche industries within the City of Costa Mesa.
- Policy LU-7.6** Seek out opportunities to attract primary businesses within stable industries or industries that already exist within the City.
- Policy LU-7.7** Explore economic and employment opportunities to retain and strengthen the unique industry niches along Bristol and Poularino, in the Westside, on 17<sup>th</sup> Street, and throughout North Costa Mesa.
- Policy LU-7.8** Support the development of pedestrian plazas and gathering places, and institutional spaces as well as the more efficient use of existing spaces to support economic growth and branding of existing industries within the City.

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## Goal LU-8: Promote a range of multiple uses at the Fairview Developmental Center site

**Policy LU-8.1** In anticipation of the potential closure or repurposing of the Fairview Development Center site, the City will work with appropriate State agencies or private entity (if the property is sold) to plan for a complementary mix of low-scale residential, institutional, public facilities, open spaces, and recreational uses within a campus setting.

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## Goal LU-9: Ensure that Fairgrounds uses are consistent with the General Plan designation

**Policy LU-9.1** ~~Discourage changes in the Promote allowable uses as~~ specified in the Fairgrounds General Plan land use designation for the Orange County Fair & Event Center property. Ensure that amendments to the Fairgrounds is General Plan designation are approved by the electorate.



*Bicyclists traveling along 17<sup>th</sup> Street*

## Chapter 3:

# Circulation Element

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## Introduction

Costa Mesa’s transportation system consists of a comprehensive network of sidewalks, bicycle routes, trails, bus transit facilities, local streets, major roadways, and freeways. This integrated system supports connectivity among the major activity areas and residential neighborhoods, and brings people to and through the City. Although the established street system moves many people every day to local and regional destinations, the system—not unlike most road systems in Southern California established long ago—has been designed primarily for automobiles. This Circulation Element changes the paradigm for transportation planning by giving equal attention to planning and building systems that accommodate all mobility means, including on foot, by bicycle, and via transit.

This element includes goals, objectives, and policies that the City will use to make decisions regarding transportation improvements that significantly

## **Circulation Element**

expand bicycle and pedestrian travel capabilities, manage the established roadway system efficiently and effectively, enhance transit facilities, and implement “complete street” strategies that ensure all users and mobility options are addressed in future street improvements.

### **Purpose**

Costa Mesa will pursue strategies and programs that not only address relieving vehicular congestion but also create local conditions that emphasize active transportation. With its mild climate and flat terrain, Costa Mesa should be a place where people can easily bike and walk. The transportation system described in this element is a balanced multimodal transportation network that meets the needs of all users of streets, roads, and highways for safe and convenient travel. Those users include children, cyclists of all ages, pedestrians, persons with disabilities, motorists, movers of commercial goods, transit riders, and seniors. The City’s aim is to balance the ability of this varied circulation network to accommodate planned growth in a manner that minimizes delay, creates efficiencies, and supports the community’s environmental and economic goals.

The Circulation Element establishes policies governing the system of roadways, intersections, bike paths, pedestrian ways, and other components of the circulations system, which collectively provide for the movement of persons and goods throughout Costa Mesa. Most significantly, the element:

- Applies “Complete Streets” strategies for street improvements
- Defines active transportation improvements that will create improved conditions for walking and cycling
- Coordinates land use planning and transportation improvements to effectively manage and improve the established roadway system
- Identifies linkages and connectivity among all transportation modes

# Baseline Conditions - 2015

## Established Roadways

### *Regional Transportation*

Costa Mesa is centrally located in Orange County near the Pacific Coast and is well served by the regional freeway system consisting of:

- San Diego Freeway (I-405), which traverses east-west across the northern portion of the City
- Corona del Mar Freeway (SR-73), which begins at I-405 between Fairview Road and Bear Street and extends southeast, where it becomes the San Joaquin Hills Transportation Corridor
- Costa Mesa Freeway (SR-55), which enters at the northeast corner of the City and extends southwest, transitioning into Newport Boulevard south of 19<sup>th</sup> Street

These freeways provide regional access throughout Orange County and points beyond, which is convenient but also can be ire-provoking during weekday and weekend peak-hour periods, when travelers frequently experience severe congestion.

### *Street System*

North/south arterial roadways serving the City include Harbor Boulevard, Fairview Road, Bear Street, and Bristol Street, all of which are six-lane facilities; and Placentia Avenue and Red Hill Avenue, both of which are four-lane facilities. East-west arterial roadways serving the City include Anton Boulevard and Adams Avenue, which are six-lane facilities; Sunflower Avenue, which is a six-lane facility east of Bear Street and a four-lane facility west of Bear Street; and South Coast Drive, Baker Street, Fair Drive, Wilson Street, Victoria Street, West 19<sup>th</sup> Street and 17<sup>th</sup> Street, all four-lane facilities.

## Circulation Element



*Looking north on Bristol Street from the pedestrian bridge connecting South Coast Plaza and the Segerstrom Center for the Arts*

East-west access to Costa Mesa is constrained by the Santa Ana River on the west and on the east by John Wayne Airport and Upper Newport Bay. The Santa Ana River runs along the entire western City boundary, with crossings only at Adams Avenue and Victoria Street. Besides I-405, these two roadways represent the only locations where Costa Mesa residents can travel to Huntington Beach and Fountain Valley. Although a crossing had one time been planned via 19<sup>th</sup> Street, the Orange County Transportation Authority (OCTA) amended its Master Plan of Arterial Highways<sup>1</sup> in 2014 to remove this connection. To the east, the airport and Upper Newport Bay entirely constrain surface street connections extending east, except via Pacific Coast Highway to the south, Bristol Street parallel to SR-73, and MacArthur Boulevard north of I-405.

The circulation system layout is notable for its two grid patterns. Streets east of and including Newport Boulevard were constructed at approximately 45 degree angles from the traditional north/south streets in north Orange County. This results in odd-angled intersections along Newport Boulevard. West of Newport Boulevard, the streets are generally in a more traditional grid pattern.

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<sup>1</sup> Cities throughout Orange County must ensure that their own circulation master plans are consistent with OCTA's Master Plan of Arterial Highways to remain eligible for M2 funds, as described later in this element.

## *Long-Term Regional Transportation Projects*

### **I-405 Improvement Project**

In 2015, I-405 through Orange County carried as many as 370,000 vehicles per day, making it one of the busiest roadways in the nation. OCTA, in cooperation with the California Department of Transportation (Caltrans), plans to widen the 16-mile length of I-405 between I-605 and SR-73 to handle forecasted vehicle volumes and to address ongoing congestion challenges. Project improvements include widening the freeway to include a general purpose lane and an express lane, improved overcrossings at Fairview Road and Santa Ana River, and a new bridge that will connect I-405 and SR-73. Several freeway ramps will be reconstructed; adjacent roads will be configured to accommodate the widening, and new sound walls will be built where necessary.

*The San Diego Freeway  
(I-405) in Orange County*



### **State Route 55 (SR-55) Freeway Extension Alternatives**

One of the keystone projects for alleviating congestion are the planned improvements for SR-55/Newport Boulevard. At the terminus of the Costa Mesa Freeway at 19<sup>th</sup> Street, in 2015 close to 100,000 vehicles passed through this area every day. OCTA has examined several alternatives of a freeway extension of SR-55 to address congestion resulting from the terminus of SR-55 at 19<sup>th</sup> Street in Costa Mesa. Alternatives include transportation systems management and traffic synchronization, construction of a single lane elevated structure at 17<sup>th</sup> Street, and a cut-and-cover tunnel that would run below SR-55/Newport Boulevard from 19<sup>th</sup> Street to Industrial Way. The cut-and-cover strategy offers the most benefits to Costa Mesa; in addition to

## Circulation Element

completely removing freeway traffic from the local road network, it would allow the City to repurpose Newport Boulevard, including possibly using excess right-of-way for enhancing the downtown experience by adding landscaping and facilities that support other modes of transportation.

This General Plan assumes that the cut-and-cover approach, which the City supports, will not occur within the year 2035 planning horizon due to the significant costs and planning required.

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### Key Issues

#### *Freeway Congestion*

Interstate 405, between I-605 and SR-73, is one of the most congested freeways in Southern California during commute hours. In addition to particularly heavy traffic volumes, I-405 suffers from a lack of alternative routes plus closely spaced on- and off-ramps that interfere with smoothly flowing vehicle movements. The congestion impacts Costa Mesa by pushing non-local trips onto City streets and hindering easy access to commercial districts.

Traffic congestion at the terminus of SR-55 is caused by local and regional commuters. Through trips to Newport Beach and other coastal areas use capacity that would better serve local residents and businesses; these trips also clog intersections that affects east-west travel within the City.

#### *Local Traffic Conditions*

Residents cite congestion on local streets as a key concern. Due to the City's geographic location, accessibility from freeways, proximity to Orange County beaches, and popular attractions and destinations, many local streets experience frequent heavy traffic loads.

#### *Need for a Comprehensive Bicycle System*

While Costa Mesa has long had several Class I bicycle paths such as the Santa Ana River Trail, Banning Channel Trail, Victoria Street path, and the Joann Street Bike Trail, connectivity has been limited. Gaps in the bicycle network create challenges for cross-town travel and easy access to major activity areas and residential neighborhoods. While Costa Mesa's weather and terrain make for great biking, the lack of efficient and safe bike routes and supporting

bike infrastructure have made it difficult for bicycling to be a good alternative travel mode.

### *Accommodating Pedestrians*

Many residential neighborhoods in Costa Mesa are near shopping districts, schools, and parks. Pedestrian access improvements including attractive streetscape and landscape features, lighting, decorative crosswalks, enhanced traffic signal timing, and other amenities will attract higher use of pedestrian facilities.

### *Neighborhood Cut-Through Traffic*

Three major freeways and several regional arterials provide access to the City and adjacent jurisdictions. As a result, some neighborhood streets are affected by cut-through traffic, resulting in higher than normal traffic volumes at higher speeds. Additionally, due to limited vehicle access routes over the Santa Ana River, a significant number of vehicles converge along Adams Avenue and Victoria Street to get to Huntington Beach. Many neighborhood streets in proximity to these streets are affected by cut-through traffic, especially by vehicles attempting quicker routes via Costa Mesa streets. Mobile technologies such as smart phone apps that alert motorists of congested streets and suggest alternative routes through residential neighborhoods compound the issue.

## Circulation Plan

Efficient movement within and through Costa Mesa and the region will be facilitated by developing and maintaining a well-designed and integrated multimodal transportation network for all users. Easy and convenient access to transit, pedestrian, and bicycle options within the City are essential to an efficient network.

Streets are the backbone of Costa Mesa’s circulation system. They lend identity to our neighborhoods and have always served as a determining force in the shape, form, and function of the City. Streets should be considered as places with many functions beyond moving people and goods, such as connecting neighborhoods, providing social spaces, and serving as statements of civic pride.

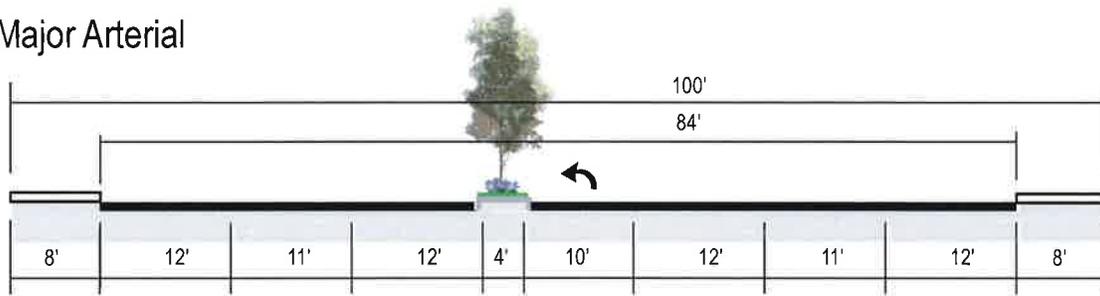
### Master Plan of Streets and Highways (MPSH)

The City of Costa Mesa MPSH defines the existing and future roadway system in the City. One of the objectives of the MPSH is to maintain consistency with the Orange County Master Plan of Arterial Highways (MPAH). OCTA administers the MPAH, including the review and approval of amendments requested by local agencies. In order for Costa Mesa to receive funding from Orange County M2 funds for planned local road network improvements, the City’s MPSH must be consistent with the County’s MPAH.

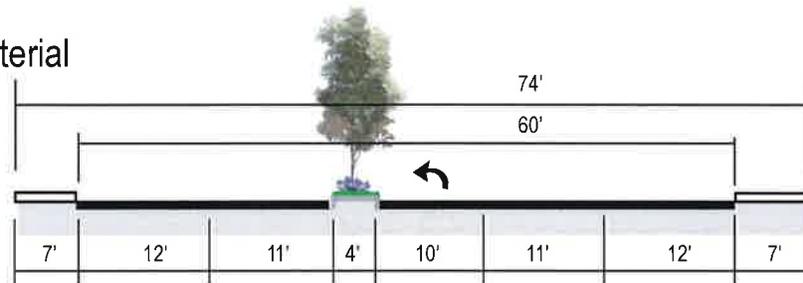
#### *Roadway Classifications*

Roadway classifications are designated on the MPSH as a general guideline for arterial highway right-of-way requirements. Additional right-of-way beyond the typical sections may be required for any classification when an arterial highway coincides with an adopted route for an additional public facility (e.g., special transit facilities, bikeways, wider landscaped parkways, wider sidewalks, or riding and hiking trails), or a scenic highway. Figure C-1 *Roadway Typical Cross Sections*, shows typical cross-sections for the arterial roadway designations on the MPSH, and Table C-1 *Master Plan of Streets and Highways*, lists the daily number of vehicles that can be accommodated by each type of arterial roadway.

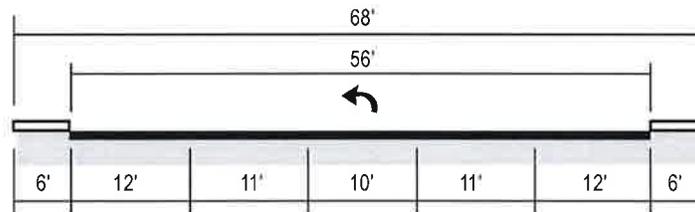
Major Arterial



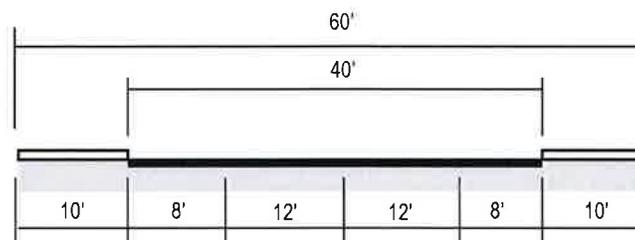
Primary Arterial



Secondary Arterial



Collector



- Notes:
1. Additional right-of-way may be required at intersections for accommodating turn lanes.
  2. Additional right-of-way may be required along streets that are planned to include future bicycle facilities, consistent with the *Conceptual* Bicycle Master Plan (Figure C-3)

**Figure C-1: Roadway Typical Cross Sections**

**Table C-1: Master Plan of Streets and Highways**

Arterials	Lanes	Typical Right-of-Way	Daily Vehicle Trips Accommodated
Major	Six-lane divided (median)	100 Feet	56,000-68,000
Primary	Four-lane divided (median)	74 Feet	38,000-45,000
Secondary	Four-lane undivided (no median)	68 Feet	25,000-30,000
Divided Collector	Two-lane divided (continuous two-way left-turn lane)	68 Feet	22,000
Collector	Two-lane undivided (no median)	60 Feet	12,500

Source: City of Costa Mesa, 2015.

**Major Arterial**

A Major Arterial highway is a six-lane divided (raised or painted median) roadway. A Major Arterial may be designed with emphasis for automobile, goods movement, and/or transit. Major Arterials carry a large volume of regional through traffic not handled by the freeway system.

**Primary Arterial**

A Primary Arterial highway is a four-lane divided (raised or painted median) roadway. A Primary Arterial may be designed with emphasis for automobile, goods movement, transit, and/or bicycle. A Primary Arterial's function is similar to that of a Major Arterial. The principal difference between the two classifications is capacity.

**Secondary Arterial**

A Secondary Arterial highway is a four-lane undivided (no median) roadway. A Secondary Arterial may be designed with emphasis for automobile and/or bicycle. A Secondary Arterial serves as a connector, distributing traffic between local streets and Major and Primary Arterials. Although some Secondary Arterials serve as through routes, most provide direct access to surrounding land uses.

**Divided Collector Arterial**

A Divided Collector Arterial is a modified Secondary Arterial with a reallocation of pavement width to emphasize bicycle and pedestrian use. It provides one bicycle lane per direction on bicycle corridors and one through

vehicle lane per direction. The two directions of travel are divided by a continuous two-way left-turn lane.

### **Collector Arterial**

A Collector Arterial is a two-lane undivided (no median), unrestricted access roadway. Collector Arterials differ from local collector streets in their ability to handle through traffic movements between two arterials.

### **Roadway Plan**

The Costa Mesa MPSH is shown in Figure C-2 Master Plan of Streets and Highways. ~~Prior traffic studies and the General Plan analysis A traffic study was conducted in 2015-16 to~~ evaluate a number of potential modifications that are now either included in the MPSH or could be considered based on coordination with OCTA. Those modifications are discussed below.

### **Santa Ana River Crossings**

A cooperative study was carried out by the cities of Costa Mesa, Newport Beach, Fountain Valley, and Huntington Beach and OCTA to support OCTA's amendment to the Orange County MPAH to downgrade the Gisler Avenue/Garfield Avenue crossing of the Santa Ana River to a "Right-of-Way Reserve" status and to delete the West 19<sup>th</sup> Street crossing of the Santa Ana River from the MPAH. To maintain consistency with the amended MPAH, the cities of Costa Mesa, Fountain Valley, and Huntington Beach have subsequently changed the designation of the Gisler Avenue/Garfield Avenue crossing to "Right-of-Way Reserve" status in their respective General Plan Circulation Element roadway systems, including the Costa Mesa MPSH presented here. The City of Huntington Beach has subsequently deleted the West 19<sup>th</sup> Street crossing from its General Plan circulation system. With this deletion, there is no possible connection for a vehicular bridge from Costa Mesa towards Huntington Beach. The Costa Mesa General Plan traffic study concluded that the future traffic demand in Costa Mesa can be adequately served without the West 19<sup>th</sup> Street crossing. Therefore, the West 19<sup>th</sup> Street crossing over the Santa Ana River has been deleted from the Costa Mesa MPSH.



### **West 19<sup>th</sup> Street Downgrade**

West 19<sup>th</sup> Street west of Placentia Avenue ~~has been~~ could be downgraded from a Primary Arterial to a Divided Collector Arterial on the MPSH, a downgrade that is supported by the results of the General Plan traffic study. This roadway is designated as a Primary Arterial on the Orange County MPAH. To maintain consistency with the MPAH, the City of Costa Mesa will initiate an MPAH amendment process with OCTA to downgrade this roadway to a Divided Collector Arterial.

### **West 17<sup>th</sup> Street Downgrade**

West 17<sup>th</sup> Street west of Placentia Avenue ~~has been~~ could be downgraded from a Secondary Arterial to a Divided Collector Arterial on the MPSH, a downgrade that is supported by the results of the General Plan traffic study. This roadway is designated as a Secondary Arterial on the Orange County MPAH. To maintain consistency with the MPAH, the City of Costa Mesa will initiate an MPAH amendment process with OCTA to downgrade this roadway to a Divided Collector Arterial on the MPAH.

### **East 22<sup>nd</sup> Street Downgrade**

East 22<sup>nd</sup> Street between northbound Newport Boulevard and Orange Avenue has been downgraded from a Secondary Arterial to a Collector Arterial on the MPSH. This downgrade is supported by earlier studies as well as the results of the General Plan traffic study, and the Orange County MPAH has been amended by OCTA to incorporate this downgrade.

### **Baker Street Downgrade**

Baker Street between Mesa Verde Drive and Royal Palm Drive ~~has been~~ could be downgraded from a Secondary Arterial to a Collector Arterial on the MPSH, a downgrade that is supported by the results of the General Plan traffic study. This roadway is designated as a Secondary Arterial on the Orange County MPAH. To maintain consistency with the MPAH, Costa Mesa will initiate an MPAH amendment process with OCTA to downgrade this roadway to a Collector Arterial on the MPAH.

### **Bluff Road Deletion**

The previous Costa Mesa MPSH included Bluff Road between Victoria Street and West 19<sup>th</sup> Street as a Major Arterial. The General Plan traffic study concluded that the future traffic demand in Costa Mesa can be adequately

## **Circulation Element**

served without this roadway. Therefore, Bluff Road between Victoria Street and West 19<sup>th</sup> Street could be deleted from the MPSH. To maintain consistency with the MPAH, Costa Mesa will initiate an MPAH amendment process with OCTA to delete this roadway from the MPAH.

### **Balanced Approach to Complete Streets**

The California Complete Streets Act (2008) places the planning, designing, and building of “Complete Streets” into the larger planning framework of the General Plan by requiring jurisdictions to plan for multimodal transportation networks. Complete Streets are designed and operated to enable safe access for all users, including pedestrians, bicyclists, the disabled, motorists, seniors, users of public transportation, and movers of commercial goods. These networks allow people to effectively travel to key destinations within their community and the larger region. In addition, all transportation projects should be evaluated as to their ability to improve safety, access, and mobility for all travelers and to recognize pedestrian, bicycle, and transit modes as integral elements of their transportation system.

Costa Mesa has already begun the work of reviewing the existing street network and looking for opportunities to improve alternative modes of transportation through the construction of bike lanes paths, such as the Joann Street Bicycle Trail. The goals, objectives, and policies in this element continue the work of making enhancements to the transportation network to accommodate all modes of mobility.

### **Active Transportation**

“Active transportation” refers to non-motorized travel modes such as walking, biking, or skateboarding. Because everyone uses a mode of active transportation at some point in a trip, such as walking to a bus stop or from a parking lot to work or school, active transportation is a critical component of a Complete Streets network. The Active Transportation Plan—divided in this element into a bicycle component and pedestrian component—responds to direct comments from residents for more active transportation facilities and increased connectivity throughout Costa Mesa and regional destinations.

### *Bicycle Master Plan*

A transportation system that incorporates a well-designed bicycle network results in fewer motorized vehicle trips and miles of vehicle travel (and related pollutant emissions) while providing an option for healthful physical activity. Costa Mesa is committed to improving the bicycle experience with implementation of the comprehensive Bicycle Master Plan. The Conceptual Bicycle Master Plan is shown in Figure C-3. Following a detailed analysis and public review of the proposed facilities, a final Bicycle Master Plan will be incorporated into the Circulation Element. New bicycle facilities and amenities will be added to complement the established bicycle network.

Costa Mesa follows Caltrans' standards and recognizes four classes of bicycle facilities: Class I – Bike Paths or Bike Trails, Class II - Bike Lanes, Class III - Bike Routes (On-Street), and Class IV - Protected Bike Lanes. Figures C-4 and C-5 illustrate typical cross sections for each bicycle classification.

#### **Class I: Off-Street Paved Bike Paths**

This class provides a pathway exclusive to bicycles and other active transportation modes, with no motor vehicle use of the roadway. Costa Mesa has extensive Class I bike routes within and adjacent to the City boundaries. Examples of Class I trails include, Joann Street Bicycle Trail, Harbor Boulevard Bicycle Trail, Victoria Street Bicycle Trail, Fairview Channel Trail, Santa Ana River Trail, Greenville-Banning Channel Bikeway, and Back Bay Trail.

#### **Class II: On-Street Striped and Signed Bicycle Lanes**

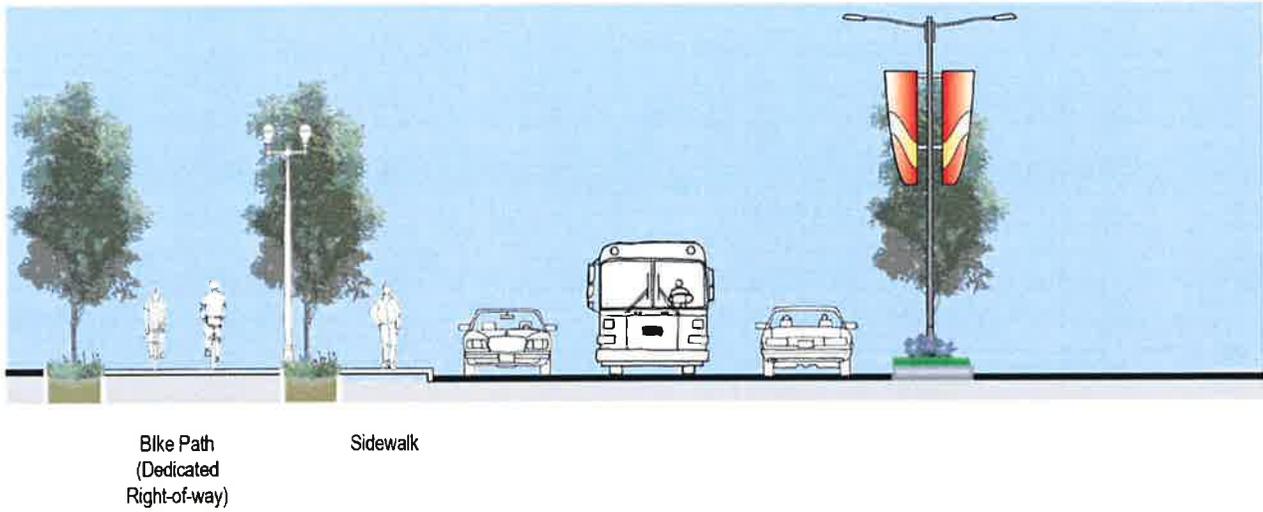
Most of the functional bicycle trips in Costa Mesa are on Class II bicycle lanes on many of the arterial and collector streets in the City. The lanes are striped and signed for exclusive use of bicycles and are located adjacent to curb. The lanes use existing rights-of-way and share roadways with motor vehicles. Class II can be found along Placentia Avenue, Newport Boulevard, Santa Ana Avenue, Fairview Road, and South Coast Drive.

#### **Class III: On-Street Shared-Lane Signed Bicycle Routes**

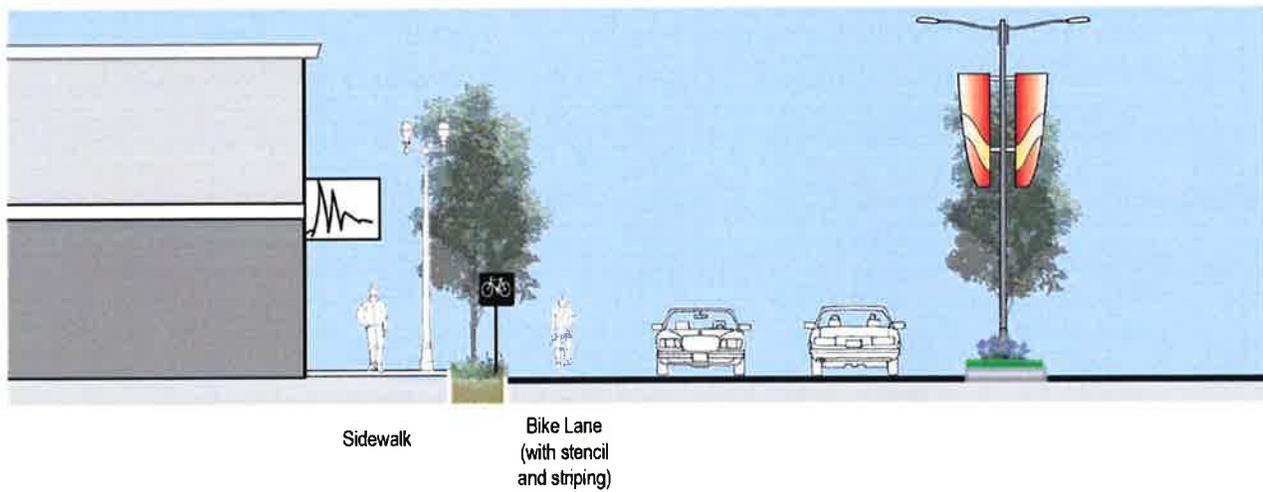
Similar to Class II bicycle lanes, Class III routes are multimodal but generally are located on low-traffic residential streets; they are identified as bikeways through signage only. On these routes, several short-distance "Bicycle Boulevards" are planned to connect the eastside and westside Class II bike lanes.



**Class I: Off-Street Paved Bike Paths**



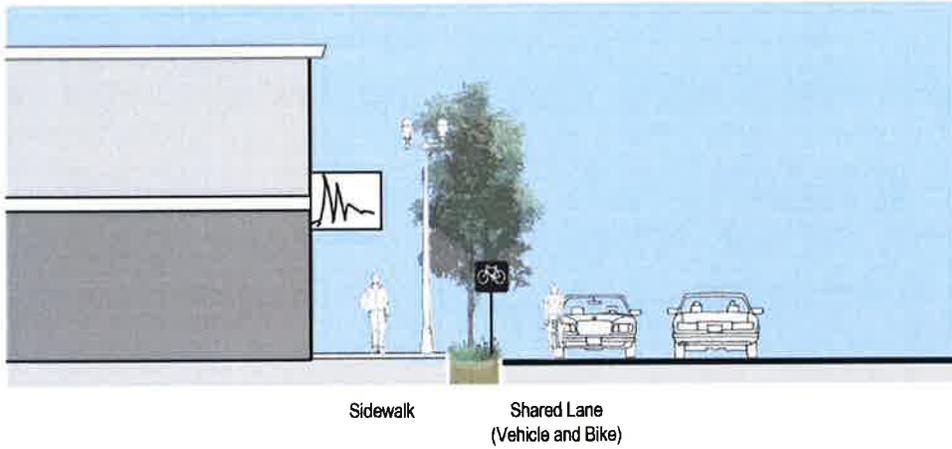
**Class II: On-Street Striped and Signed Bicycle Lanes**



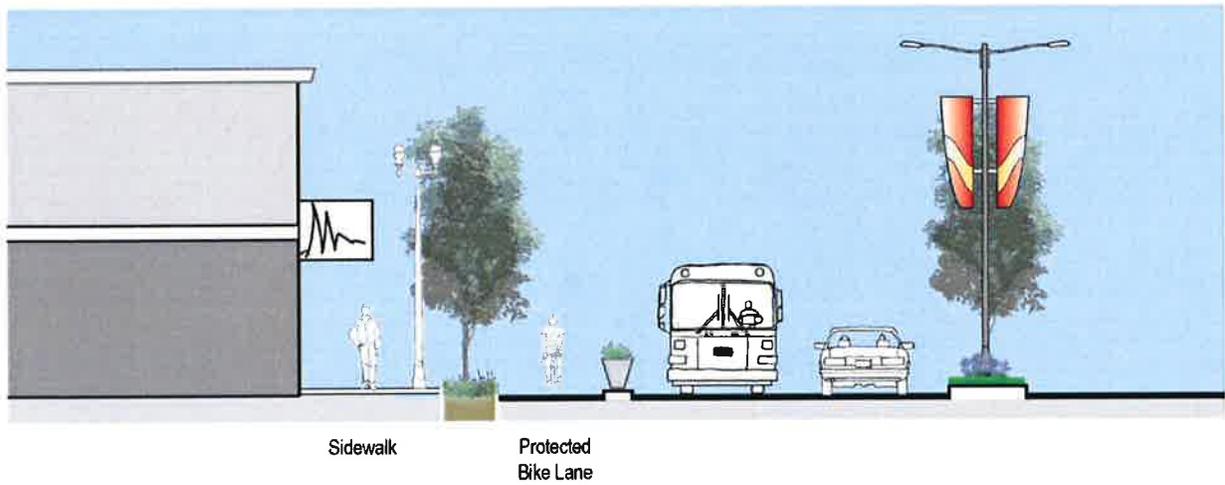
**Figure C-4: Bike Cross Sections  
Class I and Class II**

Circulation Element

**Class III: On-Street Shared-Lane Signed Bicycle Routes**



**Class IV: Protected Bike Lanes (Cycle Tracks), an On-Street and Separated Bike Lane**



**Figure C-5: Bike Cross Sections  
Class III and Class IV**

Bicycle Boulevards are achieved mostly through signage, pavement markings, landscaping, and other vehicular traffic-calming measure to optimize bicycle travel. They never require widening of streets or removal of curb parking. Santa Ana Avenue between 22<sup>nd</sup> Street and 21<sup>st</sup> Street is a Class III bicycle facility.

### **Class IV: Protected Bike Lanes (Cycle Tracks) - On-Street and Separated Bike Lane**

A cycle track is marked out by a separate bike lane, or multidirectional bike lane, that protects it from other traffic—vehicular, transit, and pedestrian—by a physical barrier such as a curb, planters, or parked cars. Cycle tracks can be configured either for one-way travel (with a lane on each side of the street) or for two-way travel (with each lane on one side of the street). The lane is for exclusive use by bicycles.

Physical separation can also be vertical, with the bike lane raised aboveground (i.e., bicycle freeway). When cycle tracks are built, they tend to attract even more bicycle riders, as they are perceived to be safer. In this manner, cycle tracks can increase cycling as a share of the overall mode of travel and address roadway safety by minimizing collisions between vehicles and cyclists. No Class IV facilities are currently located in Costa Mesa.

### ***Framework Bicycle Facilities***

Long-established bicycle assets in Costa Mesa that the Conceptual Bicycle Master Plan builds upon include the Santa Ana River Bicycle Trail, Greenville-Banning Channel Bikeway, Joann Street Bicycle Trail, and Victoria Street Bicycle Trail.

### **Santa Ana River Bicycle Trail and Banning Channel Bikeway**

The Santa Ana River Trail is a dedicated bike path along the banks of the Santa Ana River. As a segment of the OC Loop, the Santa Ana River Trail provides bicycle access to Orange County beaches, as well as to Fairview Park, Talbert Nature Preserve, and Talbert Regional Park. A bridge over the Santa Ana River near Fairview Park and Talbert Nature Preserve provides pedestrian and bicycle access to both sides of the Santa Ana River Trail and the Banning Channel Bikeway.

## Circulation Element

The Greenville-Banning Channel Bikeway is located on the eastern bank of the Santa Ana River and merges into the Santa Ana River Trail just south of Adams Avenue.

### Joann Street Bike Trail

The Joann Street Bike Trail is a Class I bike path located along the southern edge of the Costa Mesa Golf Course and the western side of Harbor Boulevard. The trail connects Placentia Avenue and Tanager Drive.

### Victoria Street Bike Trail

The Victoria Street Bike Trail is a Class I bike path located along the northern side of Victoria Street, between Canyon Drive and Placentia Avenue.

### *Bicycle Infrastructure to Increase Bicycling*

This Circulation Element recognizes that a complete bicycle network must include infrastructure improvements and amenities for bicyclists that add comfort and convenience for commuters and recreational bicyclists.

Recommendations to implement Safe [Routes Streets-to School](#) programs, provide bike lockers, require new developments to provide adequate bicycle parking, and implement a bicycle sharing system will all contribute to the complementary infrastructure necessary for completing Costa Mesa's planned comprehensive bicycle network.



*The Joann Street Bicycle Trail along the southern boundary of the Costa Mesa Golf Course.*



*Bike racks: from the simple to the artistic to the whimsical. They all serve the same intended purpose.*

### Bicycle Parking Facilities

Safe and convenient bike parking is an essential component of a comprehensive bicycle network. Bike racks are required to be provided in most new development projects. However, larger bicycle parking facilities should be located at schools and colleges, major activity centers and venues, parks and community centers, office complexes, and major shopping centers. Examples of bicycle parking facilities can include:

- **Bike racks, lockers, and shelters.** A bicycle rack is a device to which bicycles can be securely attached for parking purposes. A bike rack may be attached to the ground or some stationary object such as a building. A bicycle locker is a box in which a single bicycle can be placed and locked in. They are usually provided at places where numerous cyclists need bike parking for extended times, yet where the bikes might otherwise get damaged or stolen. Bicycle shelters typically include bike racks that are covered by a permanent structure to protect against the elements.
- **Secure bicycle parking areas.** Secure bicycle parking areas are enclosures for storing bicycles. They are commonly located in larger residential complexes or at colleges. They typically include 24-hour controlled access to limit bicycle theft and vandalism.
- **Attended bicycle stations.** Bike stations provide indoor bike parking served by an attendant. Stations can include various services, including valet parking, day-use lockers, self-repair stations, bike rentals, professional bike repair, classes, and events.

### Bicycle Boulevards

Bicycle boulevards are low-traffic streets that have been optimized for use by cyclists. A variety of traffic-calming elements and signage are used to reduce car volumes and speeds, thus fostering a safe bicycling environment. Bicycle boulevards often include features that allow cyclists to travel farther without stop controls or intersection treatments that allow cyclists to continue through intersections, while cars are forced to turn. Bike boulevards often make use of “sharrows”— shared-lane markings—that communicate the presence of bicyclists to drivers.

## Circulation Element

### Colored Bicycle Lanes and Boxes

Bike boxes, painted at intersections, allow cyclists to move in front of the travel lane in order to be more visible to cars and avoid turning conflicts. Bicycle lanes are another technique to provide dedicated space in the street for cyclists and to increase driver awareness to the presence of cyclists. Increasingly, cities are using colored pavement treatments to designate bike lanes, either by coloring the beginning of the lane or the entire lane.



*An example of a painted bicycle box at an intersection*

### *Bicycle Programs*

Developing a healthy bicycling environment and culture is an important part of supporting good bicycle access. Building a strong and lasting bicycling constituency requires a multifaceted approach that provides required infrastructure and makes cyclists feel they are part of a broad and growing community.

### **Safety Campaigns**

Bicycle safety campaigns and programs are critical to creating a bicycle-friendly culture. Safe travels by bicyclists can be actively integrated into traffic safety programs such as training law enforcement officers on bicyclists' rights and responsibilities, promoting efficient reporting mechanisms for behaviors that endanger bicyclists, employing traffic safety officers to educate, and correcting bicyclists' traffic violations.

### **Celebrating Bicycling**

Programs and activities can stimulate community spirit toward cycling, such as events that celebrate those who ride or allow families to ride safely together. Common events include organized and supported rides, where local streets

are closed to cars and cyclists are free to ride; bike commute month (or week), where local companies can compete for the highest cycling rates; or events that showcase numerous types of cycling. All these events can help to build a cycling culture.

*An example of a ciclovia in Southern California*



### *Accommodating Pedestrians*

Walkability, access, and connections are essential components of a circulation system that accommodates pedestrians. Walkability includes design features such as wide sidewalks, safe street crossings, treatments that encourage cautious driving, and comfortable and safe walking environments. Comfortable sidewalks, well-designed pedestrian crossings, pathways, and pedestrian shortcuts allow people to get from one destination point to another with ease.

The City supports the integration of pedestrian-oriented improvements and amenities within the circulation system to improve walkability. Figure C-6 [Pedestrian Opportunity Zones](#), identifies the primary pedestrian districts in Costa Mesa that will receive focused attention.

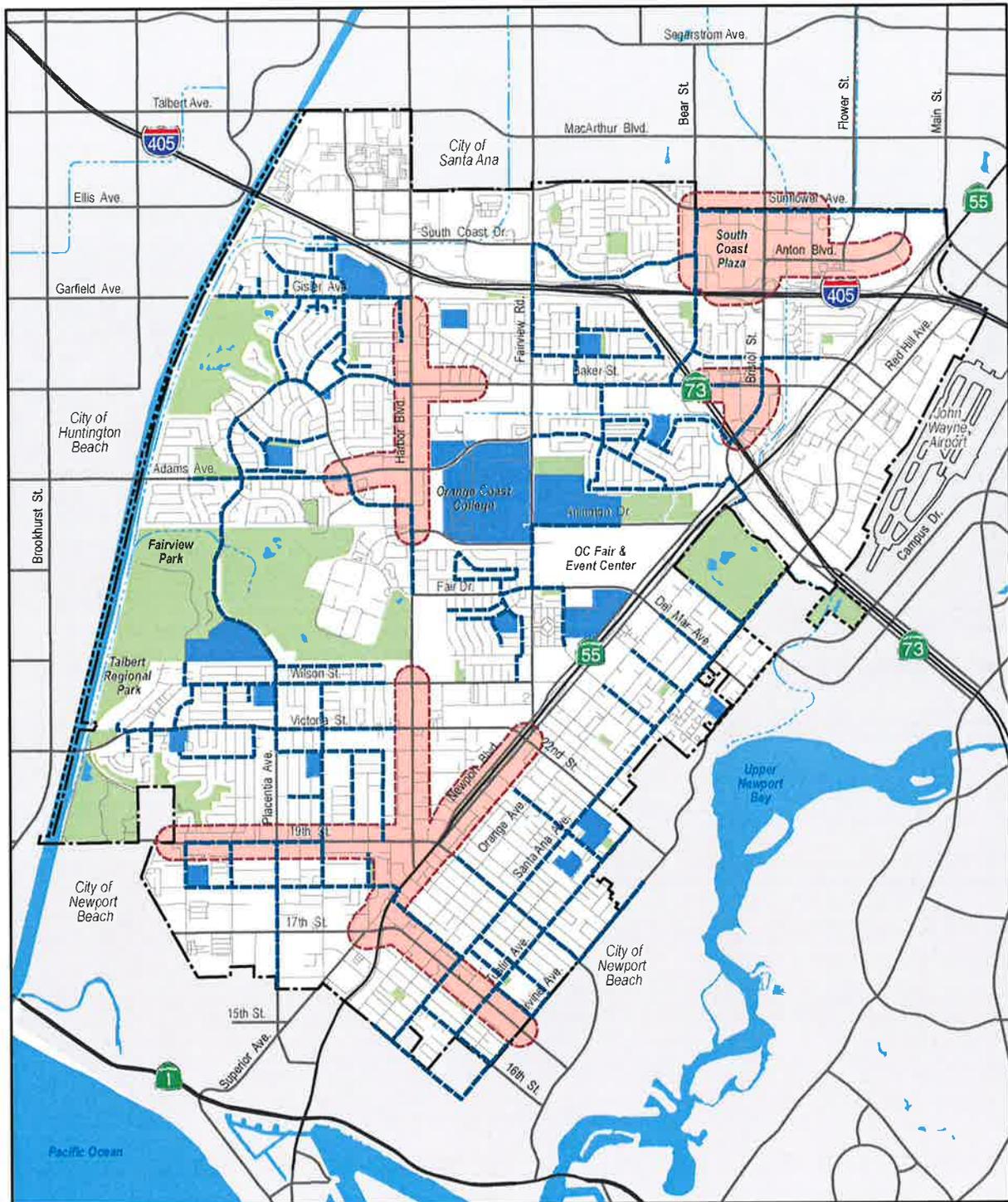
## Circulation Element



*An example of pedestrian-friendly streets with wide sidewalks, street furniture, and lighting that illuminates the sidewalk*

### **Sidewalks and Sidewalk Zones**

Sidewalks are not merely places for pedestrians to move about. As public spaces, sidewalks serve as the front steps to the City, activating streets socially and economically. Safe, accessible, and well-maintained sidewalks can enhance general public health and create vibrant social settings. In districts with heavy pedestrian activity—such in the Westside, SoBECA and South Coast Plaza/Orange County Performing Arts districts—sidewalks should have several zones that accommodate pedestrians. The zones should include a frontage zone, pedestrian-through zone, street furniture zone, and enhancement/buffer zone. Figure C-7: *Sidewalk Zones*, provides an example.



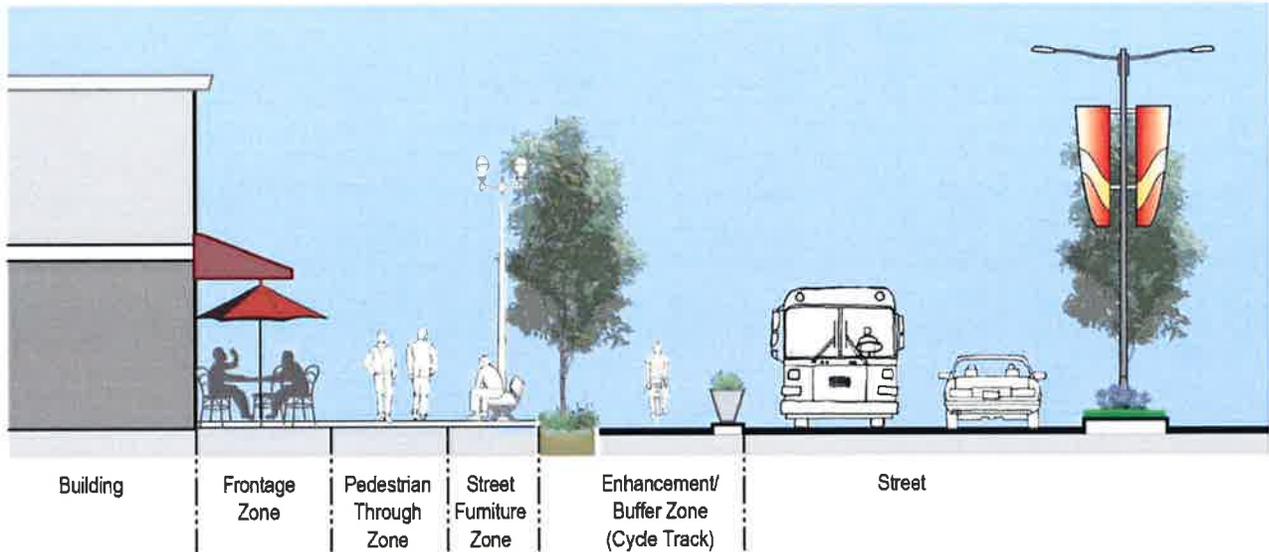
- Pedestrian Priority Areas**
- Pedestrian Priority Areas
  - Suggested Route to School
- Parks and Schools**
- Parks and Open Spaces
  - Schools and Colleges

- City Boundaries**
- City Boundary
  - Sphere of Influence

Source: City of Costa Mesa, 2015.

**Figure C-6: Pedestrian Opportunity Zones**

## Circulation Element



### Frontage Zone

The frontage zone is that section of the sidewalk that functions as an extension of the building, whether through entryways and doors or sidewalk cafes and sandwich boards. The frontage zone consists of both the structure and the façade of the building fronting the street, as well as the space immediately adjacent to the building.

### Street Furniture Zone

The street furniture zone is defined as the section of the sidewalk between the curb and the pedestrian through zone in which street furniture and amenities, such as lighting, benches, newspaper kiosks, utility poles, tree pits, and bicycle parking are provided.

### Pedestrian through Zone

The pedestrian through zone is the primary, accessible pathway that runs parallel to the street. The through zone ensures that pedestrians have a safe and adequate place to walk and should be five to seven feet wide in residential settings and eight to 12 feet wide in downtown or commercial areas.

### Enhancement/Buffer Zone

The enhancement/buffer zone is the space immediately next to the sidewalk that may consist of a variety of different elements. These include curb extensions, parklets, stormwater management features (e.g., bioswales), parking, bike racks, bike share stations, and curbside bike lanes or cycle tracks.

**Figure C-7: Sidewalk Zones**

### Crosswalks and Markings

Properly designed, marked, and signed crossings contribute to higher levels of motorist courtesy toward pedestrians. The City supports the provision of marked crosswalks at protected (signalized or stop-controlled) intersections, if their presence minimizes pedestrian-auto conflicts. The City has prioritized improving intersections near schools to create enhanced pedestrian-friendly environments under the suggested Safe Routes to School program. Figure C-6: *Pedestrian Opportunity Zones*, identifies areas where the City will pursue enhancements to streets and crossings to create pedestrian-friendly environments. Table C-2: *Street and Intersection Improvements for Pedestrian Safety*, outlines the types of design improvements that create safer streets and intersections for pedestrians.

**Table C-2: Street and Intersection Improvements for Pedestrian Safety**

Design Improvements	Supplemental Design Improvements
<ul style="list-style-type: none"> <li>▪ Traffic Signal</li> <li>▪ Stop Sign</li> <li>▪ High-Visibility Crosswalks</li> <li>▪ Mid-Block Crosswalks</li> <li>▪ Pedestrian Refuge Islands</li> </ul>	<ul style="list-style-type: none"> <li>▪ Advance Stop and Yield Lines</li> <li>▪ Flashing Lights and Beacons</li> <li>▪ Special Intersection Paving</li> <li>▪ Raised Crosswalk and Intersections</li> <li>▪ RRFP and HAWKS</li> </ul>

Note: HAWK – High Intensity Activated Crosswalk is a pedestrian hybrid beacon that is used at busy crosswalks. The beacon is activated to solid red followed by flashing red when pedestrian button is pushed.

RRFB – Rectangular Rapid Flash Beacons are used at mid-block pedestrian crossings to increase driver awareness of potential pedestrian conflicts. They use irregular flash pattern when activated by pedestrian to get driver attention.

Costa Mesa has approved several projects under its Capital Improvement Programs that invest in all neighborhoods with proven methods to enhance pedestrian safety, including:

- Implementation of traffic-calming devices
- Illuminated crosswalks
- New landscaped parkways and medians to both address pedestrian-orientation and provide effective visual cue to slow traffic

## Circulation Element

- Completion of sidewalks and curbs
- Extensive traffic signal synchronization

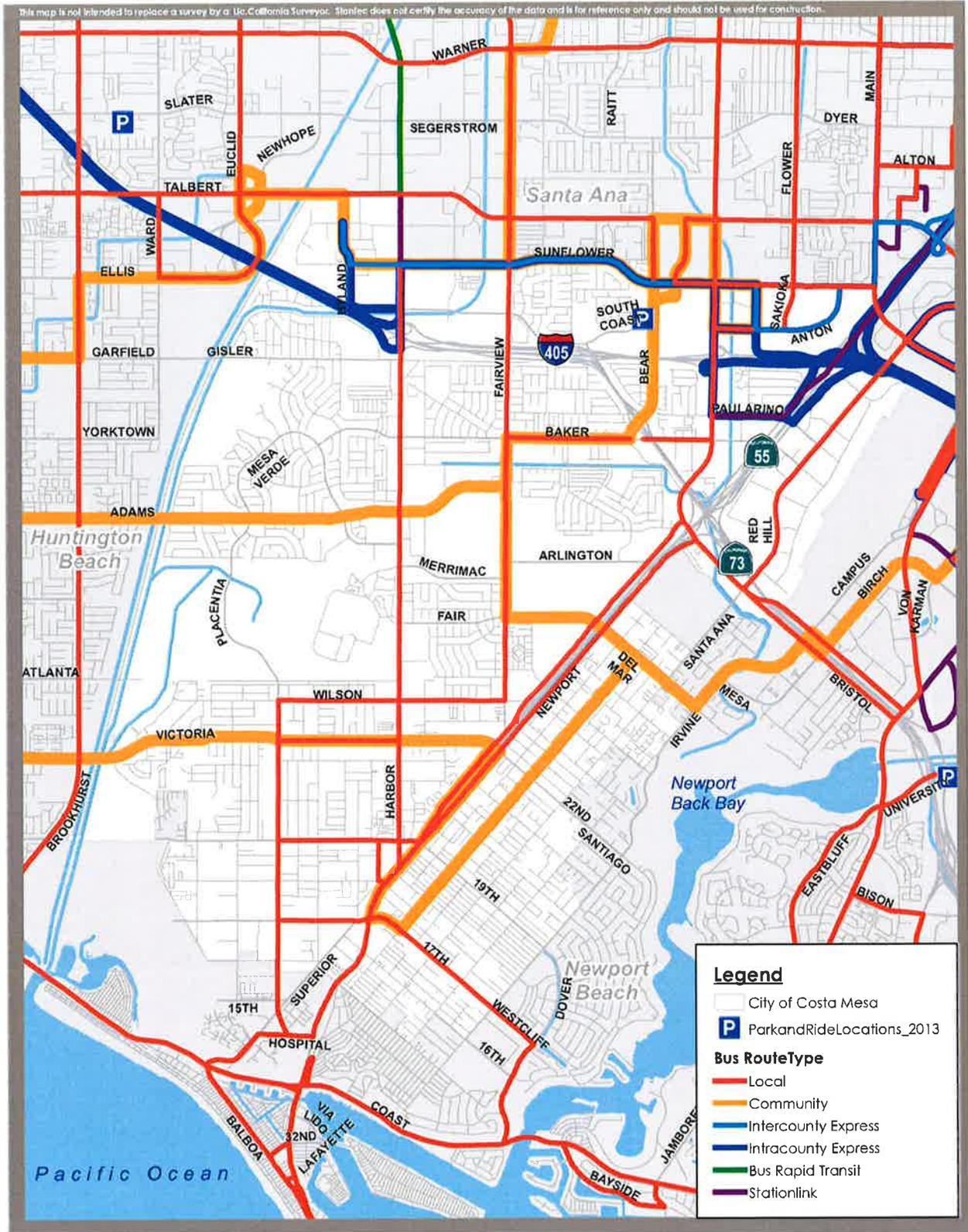
## Transit Services

Transit services—which includes buses, trains, commuter shuttles, paratransit, and emerging forms of multi-passenger transport—offer a mobility alternative for residents, employees, students, and visitors who either do not have access to, or prefer not to use, a car. OCTA provides local bus and paratransit services within Orange County, with several routes in Costa Mesa.

One of the primary goals of this element is the increased use of transit as a more viable option for both work and non-work trips. Accomplishing this goal will require an improved transit system capable of providing faster and more frequent trips while maintaining safe, clean, and dependable service. As OCTA and the City continue to enhance public transit, the City will also prioritize these activities, particularly when it comes to improvements and investments made in street design and land uses that take into account transit transportation. Figure C-8 *Transit Corridors*, identifies Transit Corridors in Costa Mesa that will receive focused transit improvement attention. Transit Corridors feature improvements such as enhanced signal coordination, transit amenities, bicycle accommodations, and improved pedestrian experience.

### *Limited-Stop Bus Service: Bravo!*

A limited-stop bus service route is a service that stops less frequently than local service. OCTA operates Bravo!, a limited-stop bus route (Route 543) along Harbor Boulevard, with buses making stops every 10 to 15 minutes. Bravo! extends from the Fullerton Transportation Center through Anaheim, Garden Grove and Santa Ana, ending at MacArthur Boulevard at the Costa Mesa city limit.



Map prepared by Stantec, Inc.

**Figure C-8: Transit Corridors**



### *Paratransit*

Through OCTA's Senior Mobility Program and ACCESS, the City supports discounted bus fares to seniors and flexible paratransit shuttles. ACCESS is OCTA's shared-ride service for people who are unable to use the regular fixed-route bus service because of functional limitations caused by a disability. OCTA's Senior Mobility Program is designed to fill the gap between local fixed-route buses and ADA paratransit by providing local transportation services to seniors.

## Improving Vehicular Travel

Traffic congestion impacts many of Costa Mesa's roadways. This results in driver frustration, added pollution from idling vehicles, and residents constrained as they try to get to work, school, and other local destinations. Costa Mesa is committed to improving local traffic conditions both to address the harmful effects of congestion and to support of the Orange County Congestion Management Plan (CMP) goals of:

1. Achieving regional mobility and air quality objectives
2. Providing a mechanism for coordinating land use and development decisions that support the regional economy
3. Determining gas tax fund eligibility

In 2013, Governor Jerry Brown signed SB 743, a law that introduced Vehicle Miles Traveled (VMT) as the replacement to Level of Service (LOS) as the

primary metric of transportation system performance. The law specifically requires that the new metric be used when analyzing the impacts of a project under the California Environmental Quality Act (CEQA) and will go into effect in 2017 when new CEQA guidelines are adopted.

While the law specifies that VMT will be the baseline metric for future CEQA analysis, it allows the local agencies to continue using LOS for purposes of long-term transportation planning. Consistent with current State law, Costa Mesa continues to use LOS as the performance metric for land use and circulation planning, although the City supports policies that would reduce VMTs primarily through the implementation of a transportation demand management and the active transportation and transit strategies. Overall, the City's goal is to prevent the deterioration of LOS at key intersections within the City. The City will pursue a broad array of projects that will help maintain and improve of LOS for vehicular travel.

Concurrent with the project-specific transportation system LOS improvements, the City will:

- Complete and annually maintain a needs assessment for traffic service levels and traffic safety
- Develop and annually update a priority list of improvement projects
- Regularly assess peak-hour traffic volumes at critical intersections
- Minimize circulation improvements that will necessitate the taking of developed private property
- Pursue programs that reduce vehicle speeds and cut-through traffic on local streets
- Develop a program to regularly evaluate traffic collision data

### *Transportation Demand Management*

Transportation Demand Management, or TDM, is a general term for strategies that promote the efficient use of transportation systems without adding physical capacity (additional lanes or widening) on the roadway system. TDM strategies can help address a variety of traffic problems and provide secondary economic, social, and environmental benefits. When all are considered, TDM strategies are often the most cost-effective way to improve transportation. Examples of TDM include:

- Telecommuting

## **Circulation Element**

- Bike/Transit Integration
- Carpool/Vanpool
- Pedestrian Facility Improvements
- Transit Improvements/Transit Pass Subsidy
- Encouraging Walking and Cycling
- Parking Management and Pricing
- Bicycle Parking/Facilities
- Alternative Work Schedules
- Flexible Work Hours

To implement these strategies and support regional air quality objectives, the City has adopted a Transportation Demand Management Ordinance. The City will continue to work with major employers to implement TDM strategies.

## **Neighborhood Traffic Management**

Managing traffic in neighborhoods that are most affected by congestion and cars traveling at unsafe speeds requires the multiple-prong approach that Costa Mesa has practiced for many years, such as installing traffic-calming infrastructure, reclassifying minor streets, and deploying Intelligent Transportation Systems (ITS). The added strategy of implementing Complete Streets plans will augment past and ongoing efforts to protect residential neighborhoods from the ill effects of cut-through traffic.

## Goals, Objectives, and Policies

The following goals, objectives, and policies work in concert with those in the Land Use Element. Under Goals 7 through 12, proposals developed by the Bikeway & Walkability Committee are stated as recommendations rather than policies.

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### Goal C-1: Implement “Complete Streets” Policies on Roadways in Costa Mesa

Plan, develop, and implement a comprehensive transportation system that serves all users and modes of travel.

**Objective C-1.A:** *Create a transportation network that meets the mobility needs of all Costa Mesa residents, businesses, and visitors.*

**Policy C-1.A.1:** Update the City’s engineering standards for public and private streets to provide for safe, comfortable, and attractive access and travel for pedestrians, bicyclists, motorists, and transit users of all ages, abilities, and travel mode preferences.

**Policy C-1.A.2:** Allow for flexible use of public rights-of-way to accommodate all users of the street system while maintaining safety standards.

**Policy C-1.A.3:** Complete and annually maintain a needs assessment for traffic service levels and traffic safety. Develop and annually update a priority list of improvement projects, with priorities based on: 1) correcting identified hazards; 2) accommodating multimodal trips; 3) improving and/or maintaining peak-hour traffic volumes at critical intersections; 4) improving efficiency of existing infrastructure utilization; and 5) intergovernmental coordination.

**Policy C-1.A.4:** Pursue downgrade of arterials that no longer have the demand requiring their buildout to planned capacity.

**Policy C-1.A.5:** Implement road diets on street segments with excess capacity to enhance bicycle and pedestrian facilities.

## **C i r c u l a t i o n   E l e m e n t**

- Policy C-1.A.6:** Encourage the conversion of excess on-street parking spaces for expanded sidewalk gathering places or landscaping.
- Policy C-1.A.7:** Encourage community participation in City processes and programs focused on improving mobility and transportation facilities.
- Objective C-1.B:** *Preserve the character of our residential neighborhoods*
- Policy C-1.B.1:** Implement traffic calming measures that discourage speeding and cut-through traffic on residential streets.
- Policy C-1.B.2:** Encourage non-motorized transportation in residential areas by providing sidewalks and implementing bicycle friendly design of local streets.
- Policy C-1.B.3:** Reduce or eliminate intrusion of traffic related to non-residential development on local streets in residential neighborhoods.
- Policy C-1.B.4:** Prioritize intersection improvements which improve through traffic flow on Major, Primary, and Secondary Arterials, and reduce impacts on local neighborhood streets with emphasis on pedestrian safety.
- Policy C-1.B.5:** Promote engineering improvements such as physical measures constructed to lower speeds, improve safety, and otherwise reduce the impacts of motor vehicles.
- Policy C-1.B.6:** Design and Implement transportation projects to meet local and regional system capacity needs in accordance with the Master Plan of Streets and Highways.
- Policy C-1.B.7:** Implement neighborhood approved traffic-calming measures in residential neighborhoods and appropriate commercial areas, such as street narrowing, curb extensions, roundabouts, landscaped medians, and radar speed feedback signs.
- Policy C-1.B.8:** Establish priority-ranking system to evaluate traffic-calming requests for implementation throughout the City.
- Policy C-1.B.9:** Pursue programs that reduce vehicle speeds and cut-through traffic on local streets.

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## Goal C-2: Effectively Manage and Improve the Roadway System

Develop and maintain a robust and efficient vehicular circulation network.

**Objective C-2.A:** *Implement policies that encourage and accommodate all users while maintaining the efficiency of the circulation system.*

**Policy C-2.A.1:** Establish a citywide crosswalk policy to address installation, maintenance, removal, and enhancements of crosswalks at intersections and mid-block locations. Crosswalk locations and treatment will be based on criteria including, but not limited to safety, traffic volume, and concentration of pedestrian activity. Potential enhancements may include leading pedestrian intervals at signalized intersections, bulb-outs, and median refuges to reduce crossing distances.

**Policy C-2.A.2:** Avoid creation of frequent driveways for new development access in active pedestrian areas that create conflict points between pedestrians and vehicles.

**Policy C-2.A.3:** Encourage property owners to use shared driveway access and interconnected roads within blocks, where feasible. Require driveway access closures or consolidations, or both when a site is remodeled or redeveloped.

**Policy C-2.A.4:** Collaborate with law enforcement and public safety organizations to coordinate policies and programs that would reduce injuries and deaths on the roadways.

**Policy C-2.A.5:** Designate routes for truck traffic to minimize potential conflicts between trucks and cars, pedestrians, bicycles, transit, and vehicle access and circulation. Establish by ordinance a truck map that depicts allowable truck routes within the City.

**Policy C-2.A.6:** Periodically review and update traffic signal timing at all signalized intersections to maintain traffic signal coordination and to accommodate bicycle and pedestrian needs.

## Circulation Element

- Policy C-2.A.7:** Develop new traffic level of services criteria in accordance with SB 743 to meet the California Environmental Quality Act (CEQA).
- Policy C-2.A.8:** Continue the use of the Intersection Capacity Utilization (ICU) methodology to address local traffic level of service and impacts, with Level of Service “D” as the threshold for meeting the City’s significance criteria.
- Objective C-2.B:** *Construct street improvements and apply congestion management tools to obtain efficient performance of the transportation system.*
- Policy C-2.B.1:** Incorporate the street system improvements identified in the General Plan Environmental Impact Report (EIR) into the Capital Improvement Program.
- Policy C-2.B.2:** Continue to deploy intelligent transportation systems (ITS) strategies—such as adaptive signal controls, fiber optic communication equipment, closed circuit television cameras, real-time transit information, and real-time parking availability information—to reduce traffic delays, lower greenhouse gas emissions, improve travel times, and enhance safety for drivers, pedestrians, and cyclists.
- Policy C-2.B.3:** Investigate all operational measures, including the use of one-way streets, to improve traffic circulation and to minimize congestion for all travel modes.
- Policy C-2.B.4:** Investigate and utilize state-of-the-art transportation system management technology and industry practices to address recurring and non-recurring traffic events (i.e., special events, incident/emergency management).
- Policy C-2.B.5:** Continue to evaluate and pursue design and operational improvements (medians, driveway closures, signal synchronization or phasing, parking or turn restrictions, etc.) to improve the efficiency of intersections.

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## Goal C-3: Enhance Regional Mobility and Coordination

Encourage development of a regional transportation network that addresses regional mobility needs for all modes of travel.

**Objective C-3.A:** *Promote development of transportation projects along regional corridors.*

**Policy C-3.A.1:** Maintain compliance with Orange County Congestion Management Plan (CMP) requirements, including consistency with CMP level of service standards, adoption of a seven-year capital improvement program, analysis of impacts of land use decisions on the CMP highway system, and adoption and implementation of deficiency plans when intersections do not meet adopted performance standards.

**Policy C-3.A.2:** Support the goals and objectives of the Orange County Long Range Transportation Plan, including expansion of transportation system choices, improvement of transportation system performance, and sustainability of transportation infrastructure.

**Policy C-3.A.3:** Support the goals and objectives of the SCAG Regional Transportation Plan/Sustainable Communities Strategy (RTP/SCS), including expansion of transportation system choices, improvement of transportation system performance, and sustainability of transportation infrastructure.

**Policy C-3.A.4:** Coordinate signal timing on all major arterials with a local signal synchronization program consistent with the Orange County Traffic Signal Synchronization Master Plan (TSSMP).

**Policy C-3.A.5:** Ensure Costa Mesa's input, participation, and discretionary review of applicable region-wide transportation system policies, programs, and construction.

**Policy C-3.A.6:** Develop short-term and long-term improvements to the SR-55 corridor in coordination with Caltrans and OCTA to address regional mobility needs.

## Circulation Element

- Policy C-3.A.7:** Promote the City’s preferred alternative of undergrounding the SR-55 freeway south of 19<sup>th</sup> Street within the City limits.
- Objective C-3.B:** *Coordinate and partner with local and regional agencies to promote projects and policies that improve regional mobility.*
- Policy C-3.B.1:** Coordinate with adjacent jurisdictions to maintain or improve mobility within the City to achieve a standard Level of Service no worse than “D” at all intersections under State or joint control. Intersection Level of Service analyses for General Plan conditions for locations under State or joint control will be updated periodically and presented to the City Council.
- Policy C-3.B.2:** Consult with Caltrans and OCTA regarding the I-405 widening project to minimize adverse impacts to Costa Mesa’s neighborhoods, businesses, and streets.
- Policy C-3.B.3:** Coordinate with OCTA and other jurisdictions to remove Gisler Avenue Bridge over the Santa Ana River from the City’s Master Plan of Streets and Highways and County’s Master Plan of Arterial Highways.
- Policy C-3.B.4:** Collaborate with Caltrans and neighboring jurisdiction to improve signal timing and coordination along major arterials across jurisdictional boundaries.
- Policy C-3.B.5:** Work closely with the State of California and other government agencies to control traffic-related impacts of uses on State- or other agency-owned land (i.e., Orange County Fairgrounds, Orange Coast College, etc.).
- Policy C-3.B.6:** Coordinate with other responsible agencies the planning, funding, prioritization, and implementation of bicycle, pedestrian, and transit programs and supporting infrastructure.

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## Goal C-4: Promote Transportation Demand Management, Transit, and Efficiency

Utilize Transportation Demand Management strategies to manage demand and maximize available capacity.

**Objective C-4.A:** *Encourage greater utilization of Transportation Demand Management (TDM) strategies to reduce dependence on single-occupancy vehicles.*

**Policy C-4.A.1:** Support South Coast Air Quality Management District (SCAQMD) trip reduction programs, including park and ride lots, transit subsidies, carpool and vanpool programs, flexible working hours, bicycle facilities, and other traffic reduction strategies.

**Policy C-4.A.2:** Support local and multi-jurisdictional car-sharing and bike-sharing programs.

**Policy C-4.A.3:** Consider implementing park-once approaches for multiuse districts and regional destinations areas.

**Policy C-4.A.4:** Embrace innovative parking solutions that reduce the required spaced needed for parking, such as automated parking lifts and elevators.

**Policy C-4.A.5:** Encourage and provide incentives for commercial, office, and industrial development to provide preferred parking for carpools, vanpools, electric vehicles, and flex cars.

**Policy C-4.A.6:** Encourage and support programs that increase vehicle occupancy, including the provision of traveler information, shuttles, preferential parking for carpools/vanpools, transit pass subsidies, and other methods.

**Policy C-4.A.7:** Promote the combination of TDM measures as much more effective than any single measure.

## Circulation Element

**Policy C-4.A.8:** Require discussion of transportation system management (TSM) and TDM measures in all EIRs prepared for major projects.

**Policy C-4.A.9:** Encourage the integration of compatible land uses and housing into major development projects to reduce vehicle use.

**Policy C-4.A.10:** Allow the application of transportation management rideshare programs, integration of complementary land uses, and other methods to reduce project related average daily and peak hour vehicle trips to achieve consistency with allocated trip budgets.

*Objective C-4.B: Promote regional and local transit services as an alternative to automobile travel.*

**Policy C-4.B.1:** Ensure that roadways designated as transit routes can accommodate transit vehicle circulation and convenient pedestrian access to and from transit stops.

**Policy C-4.B.2:** Review all capital improvement projects to ensure improvements located on existing and planned transit routes include modification of street, curb, and sidewalk configurations to allow for easier and more efficient transit operations and improved passenger access.

**Policy C-4.B.3:** Provide transit stop amenities that facilitate access to and from transit stops and transfer locations. These may include pedestrian pathways approaching stops, high-quality benches and shelters, traveler information systems (real-time transit arrival information), and bike storage and bicycle connections. Bus stops should accommodate timed transfers between buses and other transit services where necessary.

**Policy C-4.B.4:** Encourage new development along major transit corridors to provide efficient and safe access to transit stops and public sidewalks.

- Policy C-4.B.5:** Support and participate with OCTA ACCESS Service in providing transportation assistance to senior citizens and the handicapped.
- Policy C-4.B.6:** Consult with OCTA for transit services, such as changes to bus routes, bus stops, and hours of operation. Additionally, coordinate with OCTA for changes to transit services provided for seniors, the disabled, and transit dependent populations.
- Policy C-4.B.7:** Consult with the Newport-Mesa Unified School District to maintain school bus services provided for local schoolchildren.
- Policy C-4.B.8:** Coordinate with OCTA to improve transit services in the City, including strategies such as bus rapid transit, express services, community circulators, and other strategies.
- Policy C-4.B.9:** Encourage new local transit programs in coordination with OCTA, consisting of shuttle services to local and regional destinations.
- Policy C-4.B.10:** Coordinate with OCTA to construct bus turnouts at appropriate locations, with attractive shelters designed for safe and comfortable use.
- Policy C-4.B.11:** Require discussion of transit service needs and site design amenities for transit ridership in EIR for major projects.

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## **Goal C-5: Ensure Coordination between the Land Use and Circulation Systems**

Facilitate close coordination between development of land use and circulation system.

**Objective C-5.A:** *Coordinate land use policies and development activities that support a sustainable transportation system.*

**Policy C-5.A.1:** Ensure that new development projects are consistent with the vehicular trip budgets, where adopted.

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- Policy C-5.A.2:** Require that large developments and redevelopments provide short-term and long-term vehicular traffic impact studies.
- Policy C-5.A.3:** Encourage permitted General Plan land uses which generate high traffic volumes to be located near major transit and transportation corridors to minimize vehicle use, congestion, and delay.
- Policy C-5.A.4:** Maintain balance between land use and circulation systems by phasing new developments to levels that can be accommodated by roadways existing or planned to exist at the time of completion of each phase of the project.
- Policy C-5.A.5:** Promote development of mixed-use projects to reduce number of vehicle trips.
- Policy C-5.A.6:** Coordinate the design and improvement of pedestrian and bicycle ways in major residential, shopping and employment centers, parks, schools, other public facilities, public transportation facilities, and bicycle networks with adjacent cities.
- Policy C-5.A.7:** Require dedication of right-of-way, in an equitable manner, for development that increases the intensity of land use.
- Policy C-5.A.8:** Minimize circulation improvements that will necessitate the taking of private property on existing developed properties.
- Policy C-5.A.9:** Require that circulation necessary to provide or attain the minimum traffic level of service standard at an intersection to which a development project contributes measureable traffic be completed within three years of issuance of the first building permit for such development project, unless additional right-of-way or coordination with other government agencies is required to complete the improvement. Improvements may be required sooner if, because of extraordinary traffic generation characteristics of the project or extraordinary impacts to the surrounding circulation system, such improvements are necessary to prevent significant adverse impacts.

- Policy C-5.A.10:** Allow for construction of circulation improvements for a phased development project to be constructed commensurate with the project construction, based upon the findings of a traffic study approved by the City of Costa Mesa.
- Policy C-5.A.11:** Maintain balance between land use and circulation systems by phasing new development to levels that can be accommodated by roadways existing or planned to exist at the time of completion of each phase of the project.
- Policy C-5.A.12:** Support consistency with the Orange County *Sustainable Communities Strategy* (OC SCS) and SCAG RTP/SCS by providing an integrated land use and transportation plan to meet mandated emissions reduction targets consistent with SB 375.
- Objective C-5.B:** *Establish strategies and processes that allow large developments to analyze and mitigate traffic impacts and infrastructure needs.*
- Policy C-5.B.1:** Require that new development projects improve access to and accommodations for multimodal transportation.
- Policy C-5.B.2:** Require developers of new building and redevelopment/reuse projects as part of the project development review process that are located along bus routes to pay a designated fair share of the cost of providing improved bus stop facilities and related street furniture or, where appropriate, dedicate land for improved bus stop facilities.
- Policy C-5.B.3:** Consider the needs of the transportation and infrastructure system early for large developments and coordinate with developers to design projects that minimize traffic impacts and infrastructure demands, and implement complete streets wherever feasible. Alternatively, address transportation and infrastructure system impacts through the implementation of development agreements.

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## Goal C-6: Fund and Evaluate the City's Transportation Network

Explore opportunities to secure funding for enhancing the circulation system.

**Objective C-6.A:** *Pursue funding sources to maintain and enhance the transportation and infrastructure system.*

**Policy C-6.A.1:** Evaluate traffic collision data regularly, and identify top collision locations for automobiles, bicycles, pedestrians, transit in Costa Mesa. Develop appropriate countermeasures and pursue funding from all available sources to implement them.

**Policy C-6.A.2:** Continue to develop and maintain long-range capital improvement programs consistent with the General Plan and M2 eligibility requirements.

**Policy C-6.A.3:** Coordinate with OCTA to fund, develop, and maintain a Master Plan of Streets and Highways consistent with the Master Plan of Arterial Highways (MPAH).

**Policy C-6.A.4:** Require a locally collected and administered traffic mitigation fee program to guarantee that new development pays for its fair share toward improvements resulting in reductions in air pollutant and GHG emissions and traffic impacts generated by the development.

**Policy C-6.A.5:** Actively pursue local, State, and federal funding to implement, maintain, and evaluate the transportation and infrastructure system.

**Policy C-6.A.6:** Balance funding from annual fees or assessments on existing and new development with grants and other nonlocal sources.

**Policy C-6.A.7:** Develop strategies to implement an infrastructure and transportation system to be consistent with State policies on resiliency and sustainability.

**Policy C-6.A.8:** Amend the General Plan, if necessary, to be responsive to evolving funding requirements and to comply with State and federal regulations affecting the goals and policies of the Circulation Element.

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- Policy C-6.A.9:** Coordinate with OCTA and Caltrans to seek funding and implementation solutions to improve Newport Boulevard at the terminus of the State Route 55 freeway to relieve congestion from regional traffic.
- Policy C-6.A.10:** Review the City's transportation impact fee program on a regular basis, and adjust fees as needed to ensure that funding is available for planned transportation improvements that will benefit all travel modes.
- Policy C-6.A.11:** Prioritize funding and timing for implementing transportation improvements. Consider prioritizing multimodal projects that provide the most benefit to all users.
- Policy C-6.A.12:** Require that every new development project pay its share of costs associated with the mitigation of project generated impacts.
- Policy C-6.A.13:** Measure M2 sales tax revenues shall not be used to replace private developer funding which has been committed for any project.
- Policy C-6.A.14:** The City's seven-year capital improvement program shall be adopted and maintained in conformance with the provisions of Measure M2 for the purpose of maintaining the established level of service standard.
- Policy C-6.A.15:** Maintain a traffic impact fee for circulation system improvements to the Master Plan of Streets and Highways; review and update fees on a regular basis.
- Objective C-6.B:** *Evaluate the transportation system to ensure that it meets the City's circulation goals.*
- Policy C-6.B.1:** Provide an annual Capital Improvement Program General Plan consistency report.
- Policy C-6.B.2:** Provide annual public review of implementation status reports of goals, policies, and objectives stated in the Circulation Element.
- Policy C-6.B.3:** Adopt and seek out methods and processes that provide appropriate and accurate data for evaluating the

performance of the transportation and infrastructure system.

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## Goal C-7: Promote a Friendly Active Transportation System in Costa Mesa

Create a bicycle and pedestrian friendly environment throughout Costa Mesa for all types of users and all trip purposes in accordance with the five “Es:” Education, Encouragement, Enforcement, Engineering, and Evaluation.

**Objective C-7.A:** *Expand, enhance, and protect the existing bicycle and pedestrian network to provide a comprehensive, system of Class I, Class II, Class III, and Class IV facilities to increase connectivity between homes, jobs, schools transit, and recreational resources in Costa Mesa.*

### Bikeways and Pedestrian Paths

- Recommendation C-7.A.1:** Develop an extensive bicycle and pedestrian backbone network through the use of standard and appropriate innovative treatments.
- Recommendation C-7.A.2:** Plan and install new bicycle lanes on Major Arterials, where feasible and appropriate.
- Recommendation C-7.A.3:** Plan and install shared lane markings (“sharrows”) and signage on appropriate existing and planned bicycle routes where bicycle lane implementation is demonstrated to be not feasible.
- Recommendation C-7.A.4:** Where feasible, Class I shared-use paths should be a priority for future developments.
- Recommendation C-7.A.5:** Plan and install new shared-use paths in utility corridors and/or along flood control channels, and extend existing bicycle and shared-use paths.

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*The following recommendations are aimed at providing the maximum flexibility in meeting the goals and policies in this Circulation Element.*

## Circulation Element

- Recommendation C-7.A.6:** Plan and complete north/south multi-purpose and bicycle routes through the City to augment the east/west route.
- Recommendation C-7.A.7:** Consider the identification and feasibility of potential Class IV cycle tracks.
- Recommendation C-7.A.8:** When feasible, implement the completion through regional coordination of the Costa Mesa roadway and trail segments of regional bikeway plans.
- Recommendation C-7.A.9:** Encourage reallocation of roadway rights-of-way where appropriate to accommodate shared-use path and bicycle facilities, while preserving and respecting the character of each adjacent neighborhood.
- Recommendation C-7.A.9:** Support bicycle improvement projects that close gaps in the regional bicycle network either by implementing specific projects recommended in the Plan or through other treatments.
- Recommendation C-7.A.10:** Encourage bicycle projects that connect local facilities and neighborhoods to major bicycle corridors.
- Recommendation C-7.A.11:** Work cooperatively with adjoining jurisdictions and local/regional agencies to coordinate bicycle planning, and implementation activities. Where required, develop consistent active transportation plans and policies with regional and adjacent agencies.
- Recommendation C-7.A.12:** Prioritize safe access to major regional trails such as the OC Loop/Santa Ana River Trail and the Newport Back Bay Trail System. Where feasible, plan and provide a continuous low-stress Class I and/or Class IV facility from east to west across the city between these facilities.
- Recommendation C-7.A.13:** Explore favorable opportunities to remove parking to accommodate bicycle lanes.

## Circulation Element

- Recommendation C-7.A.14:** Identify favorable opportunities to retain parallel parking adjacent to sidewalks to maintain pedestrian safety.
- Recommendation C-7.A.15:** Consider every street in Costa Mesa as a street that cyclists could use.
- Recommendation C-7.A.16:** Link on-road and off-road bicycle and pedestrian facilities within Costa Mesa to existing and planned facilities in adjacent and regional jurisdictions.
- Recommendation C-7.A.17:** Low-stress design techniques should be considered where necessary to attract a wide variety of users.
- Recommendation C-7.A.18:** Establish designated safe routes to schools for biking and walking.
- Recommendation C-7.A.19:** Designate walkable districts in the City.

### Bike and Pedestrian Facilities

- Objective C-7.B:** *Provide end-of-trip facilities that support the bicycle network.*
- Recommendation C-7.B.1:** Provide bike parking and bike-related amenities at public facilities and along public rights-of-way.
- Recommendation C-7.B.2:** Pursue public-private partnerships to furnish local businesses with secure bike parking and other related amenities.
- Recommendation C-7.B.3:** Develop and adopt bicycle parking equipment standards for bicycle parking to be installed within the public right-of-way and post on the City website.
- Recommendation C-7.B.4:** Work with local schools and colleges to provide ample and secure bike parking and other related amenities for students and employees.
- Recommendation C-7.B.5:** Work with OCTA to maximize bicycle amenities, such as bus stop solar lighting and bicycle lockers, at high-volume transit stops.
- Recommendation C-7.B.6:** Prioritize the installation of bicycle-scale and/or pedestrian-scale lighting.

- Recommendation C-7.B.7:** Encourage and incentivize providing attended bicycle parking services, such as a bicycle valet, at major City events, OC Fair, Farmers’ Markets, holiday festivals, and other community events.
- Recommendation C-7.B.8:** Prioritize schools with the highest auto traffic volume during peak hours and insufficient parking for staff and parents. Plan and install bicycle facilities adjacent those schools.
- Recommendation C-7.B.9:** Provide bike parking and bike-related amenities at public facilities and along public right-of-way.

**“First and Last Mile” Programs**

- Objective C-7.C:** *Encourage sustainable modes of transportation to fill gaps between the first and last miles of trips (walking, biking, ride sharing, transit, taxi and car-sharing).*
- Recommendation C-7.C.10:** Identify citywide infrastructure needed to create the interconnected multi-trail system.
- Recommendation C-7.C.11:** Improve the quality, aesthetics, and safety of high-use pedestrian corridors.
- Recommendation C-7.C.12:** Development and implement a bicycle sharing system.
- Recommendation C-7.C.13:** Proposed new mode split goals:
- 50 percent motor vehicles
  - 10 percent transit
  - 10 percent bicycles
  - 20 percent walking
  - 10 percent carpools, taxi, transportation network company services, and car sharing
- Recommendation C-7.C.14:** Establish a goal for all trips of less than three miles to be 30 percent by bicycle, and establish a goal of less than 1 mile to be 30 percent by walking.
- Recommendation C-7.C.15:** Consider implementing a small-scale transportation system to encourage mode shift to popular destinations as defined by users.

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## Goal C-8: Create a Safer Place to Walk and Ride a Bicycle

Provide a safe, convenient, and attractive bicycling and pedestrian environment. Apply design standards, enforcement of traffic laws, maintenance practices, and safety awareness campaigns to encourage and increase the use of bicycle and pedestrian facilities.

### Design and Way-finding

**Objective C-8.A:** *Develop bicycle and pedestrian facilities with approved uniform design standards, and implementation of way-finding signage providing information on various destinations.*

**Recommendation C-8.A.1:** Require that all facilities be designed in accordance with the latest federal, state, and local standards.

**Recommendation C-8.A.2:** Provide and maintain bicycle and pedestrian signal detectors, informational signage, and lighting, along City bikeways.

**Recommendation C-8.A.3:** Develop, install and maintain a bicycle and pedestrian way-finding signage program to indicate route turns, the presence of intersecting bikeways, streets and distances to nearby local and major destinations.

**Recommendation C-8.A.4:** Develop a list of acceptable plant materials for shared use paths that will not damage, create security problems or hazards for bicyclists. Incorporate canopy trees and native, drought-tolerant landscaping as a standard Class I facility (shared use path) feature. Encourage the use of sustainable drainage designs, such as bio-swales.

**Recommendation C-8.A.5:** Utilize Complete Streets elements as demonstrated in most recent versions of National Association of City Transportation Officials (NACTO) Urban Street Design Guide and Bikeway Design Guide.

**Recommendation C-8.A.6:** Crosswalks will include high visibility crossing treatments.

**Recommendation C-8.A.7:** Paint direction arrows on all bike lanes and bike paths to reduce the risk of collisions.

### **Safety Enforcement and Reporting**

**Objective C-8.B:** *Continue and expand enforcement activities that enhance safety of bicyclists on bike paths and roadways.*

**Recommendation C-8.B.1:** Enforce laws that reduce bicycle/pedestrian/motor vehicle incidents and conflicts.

**Recommendation C-8.B.2:** Train police officers on bicyclists' rights and responsibilities and bicycle/pedestrian/vehicle collision evaluation.

**Recommendation C-8.B.3:** Utilize the City's bicycle-mounted patrol officer program to educate and enforce pedestrian and bicycle user violations not necessarily to punish, but to correct.

**Recommendation C-8.B.4:** Promote efficient reporting mechanisms for behaviors that endanger cyclists and pedestrians.

**Recommendation C-8.B.5:** Develop a partnership with the school community to establish and update suggested routes to schools for biking and walking.

### **Safe Roadway Conditions**

**Objective C-8.C:** *Maintain bicycle and pedestrian facilities that are clear of debris and provide safe conditions for all users.*

**Recommendation C-8.C.1:** Establish routine maintenance schedule/standards for bicycle and pedestrian facilities for sweeping, litter removal, landscaping, repainting of striping, signage, and signal actuation devices.

**Recommendation C-8.C.2:** Encourage and empower citizens to report maintenance issues that impact bicyclist and pedestrian safety including, but not limited to,

**C i r c u l a t i o n   E l e m e n t**

potholes, sidewalk lifting, and overgrown vegetation.

**Recommendation C-8.C.3:** Establish procedures for responding to citizen reports in a timely manner.

**Recommendation C-8.C.4:** Where feasible reduce or eliminate conflict points such as driveways that cross the sidewalk.

**Safety Education**

**Objective C-8.D:** *Increase education of bicycle and pedestrian safety through programs and training of school children and public.*

**Recommendation C-8.D.1:** Create, fund, and implement bicycle-safety curricula and provide to the public, tourists, various ethnic groups, diverse ages and disadvantaged communities.

**Recommendation C-8.D.2:** Provide multilingual bicycle-safety maps and brochures (print and electronic versions) in languages that are widely used in Costa Mesa.

**Recommendation C-8.D.3:** Encourage schools to develop and provide bicycle-safety curricula for use in elementary, middle, and high schools, such as the Bicycle Rodeo events.

**Recommendation C-8.D.4:** Support marketing and public awareness campaigns aimed at improving bicycle and pedestrian safety.

**Recommendation C-8.D.5:** Provide a user education program developed and promoted to encourage proper trail use and etiquette.

**Recommendation C-8.D.6:** Work with local bicycle advocacy organizations to develop, promote and support a series of bicycle education classes. Include information on bicycle safety, maintenance, and security.

**Recommendation C-8.D.7:** Develop and distribute education material regarding bicycle and pedestrian responsibilities and laws.

**Safety Data**

**Objective C-8.E:** *Monitor and analyze bicycle and pedestrian safety.*

**Recommendation C-8.E.1:** Request bicycle and pedestrian collision reports from local law enforcement periodically and consider improvements to address problem areas.

**Recommendation C-8.E.2:** Establish an expedited process to report maintenance and safety concerns, e.g. pavement markings (sharrows, missing bike lane lines), ramps, curb cut-outs, broken walk/bike signal buttons, signage, minor maintenance of bike lanes/paths (street/path sweeping, minor surface patching, inoperable traffic signal bicycle detection).

**Recommendation C-8.E.3:** Conduct Roadside Safety Audits (RSAs) on a regular basis to provide periodic snapshots of roadway safety, including bicycle, pedestrian, equestrian, skateboard, and other non-motorized modes of travel.

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**Goal C-9: Integrate Active Transportation Elements into Circulation System and Land Use Planning**

Provide bikeway and walkway facilities that are integrated with other transportation systems and land use planning decisions.

**Land Use Planning Decisions and Active Transportation**

**Objective C-9.A:** *Consider bicycle and pedestrian facilities during land use planning process.*

**Recommendation C-9.A.1:** Incorporate the Costa Mesa Bicycle and Pedestrian Master Plan into the City’s General Plan.

**Recommendation C-9.A.2:** Ensure that all current and proposed land use planning is consistent with the Costa Mesa Bicycle and Pedestrian Master Plan.

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- Recommendation C-9.A.3:** Require new developments provide adequate bicycle parking and pedestrian access.
- Recommendation C-9.A.4:** Collaborate with property owners to increase bicycle parking over time.
- Recommendation C-9.A.5:** Encourage the integration of compatible land uses and housing into major development projects to reduce vehicle use.
- Recommendation C-9.A.6:** Provide a fully integrated network of modern active transportation facilities to and from major activity centers and residential centers.
- Recommendation C-9.A.7:** Identify areas where an increase in the need for active transportation can reasonably be anticipated due to housing/business growth.
- Recommendation C-9.A.8:** Make commercial and recreational areas more enjoyable for pedestrians by implementing measures such as providing shade, planting trees, eliminating visible parking lots and vacant land, and minimizing long stretches of building façade.
- Recommendation C-9.A.9:** Develop creative, artistic, and functional bicycle parking solutions, and install them throughout the City as a standard.

### Active Transportation in Developments

- Objective C-9.B:** *Integrate bicycle and pedestrian facility improvements during planning, design and implementation of transportation projects.*
- Recommendation C-9.B.1:** Promote the preservation of bicycle access within all roadway rights-of-way, as well as the development of innovative, safety-enhanced on-street facilities, such as bicycle boulevards and cycle tracks.
- Recommendation C-9.B.2:** Establish bike boulevards on streets with low traffic volumes and slow speeds to encourage bicycling.
- Recommendation C-9.B.3:** Proactively seek new opportunities for acquisition of abandoned rights-of-way and other lands for the development of new multi-

use pathways that integrate with the planned network.

**Recommendation C-9.B.4:** Improve the safety of all road users through the implementation of neighborhood traffic-calming treatments.

**Recommendation C-9.B.1** Detours through or around construction zones should be designed for safety, and convenience, and with adequate signage for cyclists and pedestrians.

**Recommendation C-9.B.5:** Provide opportunity for public input prior to the removal of an existing bicycle or pedestrian facility or the approval of any development or street improvement that would preclude these planned facilities.

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## Goal C-10: Promote an Active Transportation Culture

Develop educational and promotional programs to increase bicycle and pedestrian usage that respects and accommodates all users to foster a more balanced transportation system.

### An Active Transportation Culture

**Objective C-10.A:** *Encourage more people to walk and bicycle by supporting programs that foster community support for bicycling and walking, and raise public awareness about active transportation.*

**Recommendation C-10.A.1:** Support marketing and public awareness campaigns through a variety of media aimed at promoting bicycling and walking as a safe, healthy, cost-effective, environmentally friendly transportation choice.

**Recommendation C-10.A.2:** Support programs aimed at increasing bicycle and walk trips by providing incentives, recognition, or services that make bicycling and walking a more convenient transportation mode.

**Recommendation C-10.A.3:** Promote bicycling and walking at City-sponsored and public events, such as Earth Day,

## Circulation Element

Bike to Work Day/Month, farmers' markets, public health fairs, art walks, craft fairs, and civic events.

**Recommendation C-10.A.4:** Encourage and promote bicycle related businesses within Costa Mesa including, but not limited to, involvement of civic clubs and organizations.

**Recommendation C-10.A.5:** Promote active transportation events in Costa Mesa to raise awareness and encourage bicycling, including, but not limited to, those that may involve temporary road closures, bike to work/school, senior walks, historic walks, and ciclovias.

**Recommendation C-10.A.6:** Encourage major employment centers and employers to promote commuting by bicycle including the use of flex-time work schedules to support non-rush bicycle commuting. Build a coalition with City, businesses, schools, and residents to promote active transportation.

**Recommendation C-10.A.7:** Encourage participation in bicycle and pedestrian promotion activities by education facilities, arts programs, active transportation clubs, and entertainment providers.

**Recommendation C-10.A.8:** Achieve "Silver Level Bicycle Friendly Community" by League of American Bicyclists by 2025.

**Recommendation C-10.A.9:** Achieve "Walk Friendly Community" status from WalkFriendly.org by 2025.

**Recommendation C-10.A.10:** Achieve "HEAL City" designation by 2017.

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## Goal C-11: Promote the Positive Air Quality, Health, and Economic Benefits of Active Transportation

Encourage active transportation by promoting air quality, health, and economic benefits, and by pursuing multiple sources of funding for active transportation programs and facilities.

### Improving the Environment with Active Transportation

**Objective C-11.A:** *Improve air quality and public health and reduce ambient noise by promoting Active Transportation programs.*

**Recommendation C-11.A.1:** Determine baseline emissions levels, then track and communicate changes in emissions as modes of transportation trips shift to encourage more walking and biking.

**Recommendation C-11.A.2:** Improve the quality of life in Costa Mesa by reducing neighborhood traffic and noise.

**Recommendation C-11.A.3:** Increase pedestrian and bicycle trips, thereby reducing vehicle trips and vehicle miles Traveled.

**Recommendation C-11.A.4:** Coordinate with appropriate federal, state, and county health agencies on active transportation programs to achieve health benefits.

### Economic and Other Incentives

**Objective C-11.B:** *Provide economic incentives for expanding and enhancing bicycle and pedestrian facilities.*

**Recommendation C-11.B.1:** Incentivize the business community to support pedestrians and bicycle users in tangible ways.

**Recommendation C-11.B.2:** Partner with the business and school communities to create a marketing strategy to encourage individual businesses to market Costa Mesa as a bicycle-friendly City.

**Recommendation C-11.B.3:** Encourage developers to include features, amenities and programs that are proven to increase walking and/or bicycling.

**Recommendation C-11.B.4:** Offer incentives for businesses whose employees walk or bike to work.

**Recommendation C-11.B.5:** Encourage the Chamber of Commerce and the business community to promote active transportation in commercial areas to stimulate economic vitality.

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## Goal C-12: Monitor, Evaluate, and Pursue Funding for Implementation of the Bicycle and Pedestrian Master Plan

**Objective 12.A:** *Continuously monitor and evaluate Costa Mesa's implementation progress on the Bicycle and Pedestrian Master Plan policies, programs, and projects.*

**Recommendation C-12.A.1:** Establish a monitoring program to measure the effectiveness and benefits of the Costa Mesa Bicycle and Pedestrian Master Plan.

**Recommendation C-12.A.2:** Track citywide trends in active transportation through the use of Census data, bicycle and pedestrian counts, travel surveys, and online surveys as part of annual reviews of the General Plan.

**Recommendation C-12.A.3:** Ensure that Bicycle and Pedestrian Master Plan programs and projects are implemented in an equitable manner, geographically, socioeconomically, and serving disadvantaged communities.

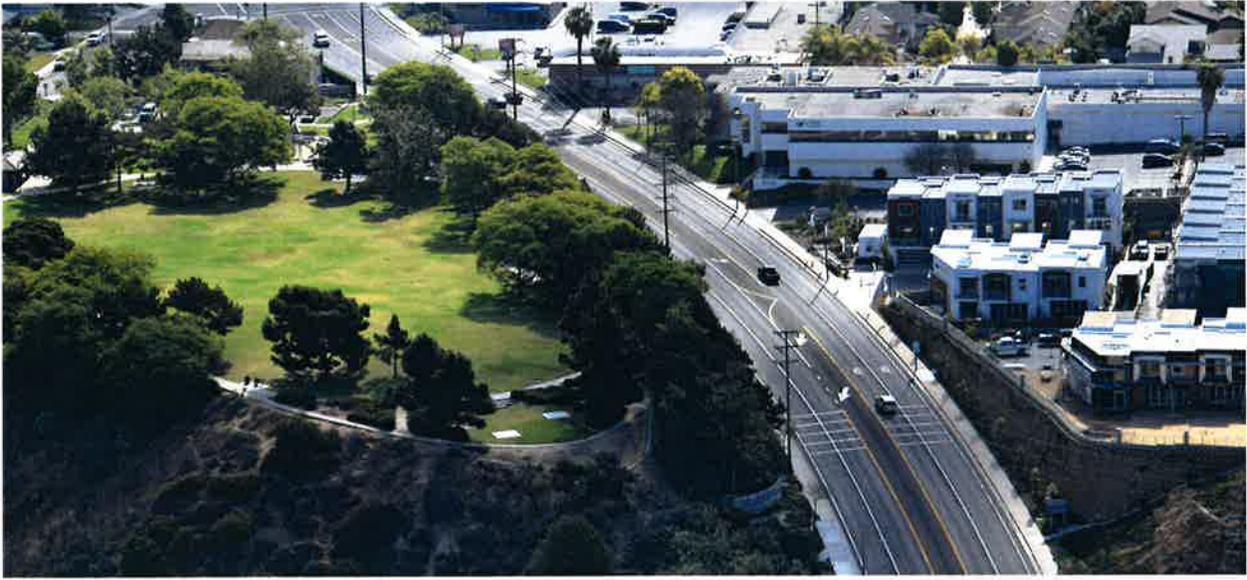
### Fund the Plans

**Objective C-12.B:** *Pursue grants and other sources of funding for bicycle and pedestrian projects.*

**Recommendation C-12.B.1:** Strategize use of resources on developing effective and efficient grant application and program administration.

**Recommendation C-12.B.2:** Pursue multiple sources of funding and support efforts to maintain or increase federal, state and local funding for the implementation of the Bicycle and Pedestrian Master Plan.

**Recommendation C-12.B.3:** Consider designating a portion of development traffic impact fees to fund bicycle and pedestrian facilities.



*Looking east along Victoria Street with Victoria Vista Park on the left.*

## Chapter 4:

# Growth Management Element

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## Introduction

In 1990, Orange County voters approved Measure M to fund regional transportation improvements. The initiative included a requirement for cities to adopt Growth Management Elements to illustrate how they would regulate growth consistent with Measure M plans for mobility improvements. With the sunset of Measure M in 2011, Measure M2 took its place, authorizing continuance of the program through 2041. While Measure M2 no longer requires cities to maintain Growth Management Elements, Costa Mesa provides this element to exhibit its commitment to balance physical growth with the ability of the local road network to support it, as well as goals on how to account for continual growth, both physical and economic, with minimum impact on existing infrastructure.

Also, the City's goal is to participate in on-going county-wide efforts addressing regional traffic issues and sensible growth.

### Relationship to Other Elements

The Circulation and Land Use Elements provide most of the **foundation** for the Growth Management Element. The Circulation Element establishes the City’s goals, objectives, and policies regarding the transportation network, foremost by using a “Complete Streets” approach to mobility planning and including regional coordination. The Land Use Element establishes the City’s goals, objectives, and policies regarding the use of property, foremost by ensuring that compatible if not synergistic relationships exist between properties that have significant physical, visual, or proximity relationships.

The major goal of the Growth Management Element is to ensure that the planning, management, and implementation of traffic improvements and infrastructure meet the current and projected needs of the City. While this goal is a high priority, it must be achieved while maintaining internal consistency among the other elements of the General Plan, as required by State law. Therefore, the Growth Management Element does not replace or supersede any of the other General Plan elements; instead, the Growth Management Element addresses, amplifies, and supports traffic level of service and public facility standards included in the other General Plan elements and establishes new standards, where necessary.

### Related Plans and Programs

Various federal, State, regional, and Orange County plans and laws affect growth management:

- Orange County Growth Management Element
- Southern California Association of Governments (SCAG) Growth Management Plan
- SCAG Sustainable Communities Strategy and Regional Transportation Plan (SCS/RTP)
- South Coast Air Quality Management District (SCAQMD) Air Quality Management Plan (AQMP)
- State Assembly Bill 471 (Proposition 111- Congestion Management)
- Measure M2 (Orange County)
- Global Warming Solutions Act of 2006 (AB 32)
- Sustainable Communities and Climate Protection Act of 2008 (SB 375)
- Complete Streets Act of 2008

### *Orange County Growth Management Element*

The stated purpose of the Orange County Growth Management Element is to ensure that planning, management, and implementation of traffic improvements and public facilities are adequate to meet the current and projected needs of Orange County. The plan sets forth goals, objectives, policies, and implementation programs for growth management. The goals of the plan are summarized as follows:

“... to reduce traffic congestion, ensure that adequate transportation facilities, public facilities, equipment and services are provided for existing and future residents and to protect the natural environment of Orange County.”

Of the seven major policies in the Plan, the following five apply to Costa Mesa:

- ***Development Phasing:*** Development will be phased according to Comprehensive Phasing Plans adopted by the County. Phasing will be linked to roadway and public facility capacities.
- ***Balanced Community Development:*** Development will be balanced to encourage employment of local residents in employment and employee housing, in the County generally.
- ***Traffic Level of Service:*** This policy requires developers to make improvements to intersections significantly impacted by development. A Level of Service “D” must be attained at affected intersections. A “significant impact” is generally defined in terms of increases in intersection capacity utilization and levels of service. The policy also establishes a “deficient intersections list” and establishes a developer fee program to pay for improving affected intersections on pro-rata basis.
- ***Traffic Improvement Programs:*** The Plan provides for the establishment of a comprehensive traffic improvement program to ensure that all new development provides necessary transportation facilities and intersection improvements as a condition of development approval.
- ***Public Facility Plans:*** The Plan requires comprehensive public facility plans for fire, sheriff/police, and library services. New development is required to participate on a pro-rata basis.

## **Growth Management Element**

The Orange County Growth Management Plan further provides that additional implementation programs may be developed as deemed necessary by the County.

### ***Southern California Association of Government (SCAG) Growth Management Plan***

The SCAG Growth Management Plan recommends ways to redirect the region's growth to minimize congestion and 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) are implemented through the Air Quality Management Plan (AQMP) under the authority of the South Coast Air Quality Management District.

### ***Regional Transportation Plan and Sustainable Community Strategy***

The 2016-2040 *Regional Transportation Plan and Sustainable Community Strategy* (RTP/SCS) blends the primary goal of enhancing mobility for the region's residents and visitors with a commitment to reduce emissions from transportation sources to comply with SB 375, improve public health, and meet the National Ambient Air Quality Standards established by the federal Clean Air Act. This document recognizes the crucial linkages and interrelationships between the economy, the regional transportation system, and land use. The 2016 RTP/SCS has the following major themes: Integrating strategies for land use and transportation, increasing capacity through improved system management, giving people more transportation choices, leveraging technology, responding to demographic and housing market changes, supporting commerce and economic growth, striving for sustainability, and protecting and preserving transportation infrastructure.

### ***South Coast Air Quality Management District (SCAQMD) Air Quality Management Plan (AQMP)***

The AQMP mandates a variety of measures to reduce traffic congestion and improve air quality. Each iteration of the plan is an update of the previous plan and has a 20-year horizon. The 1997 Air Quality Management Plan was adopted by the Governing Board on November 15, 1996, and represents the current policy for achieving clean air objectives. A 2003 Draft Air Quality

Management Plan is currently under review. The City is subject to all AQMD requirements for local jurisdictions.

### ***State Assembly Bill 471***

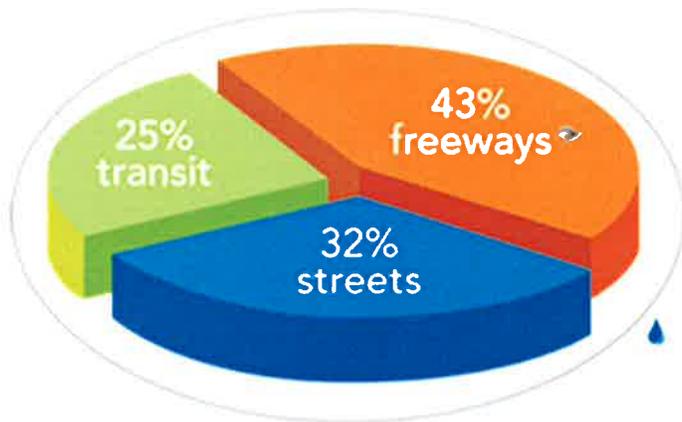
Assembly Bill (AB) 471, as subsequently modified by Assembly Bill 1791, requires every urbanized city and county with a population of 50,000 or more to adopt a Congestion Management Plan (CMP) to reduce traffic congestion. A city or county that does not comply with the CMP requirement will lose gasoline sales tax revenues to which it would otherwise be entitled.

The CMP requirements include traffic level of service (LOS) standards, a trip reduction program, and a seven-year capital improvement program for traffic and transit. Many of the AB 471 requirements are the same as or similar to the requirements of Measure M2 (discussed below). The County has attempted to reconcile overlapping requirements through the Measure M2 implementation guidelines in the *County-wide Growth Management Program Revised Traffic Improvement and Growth Management Ordinance Implementation Manual*.

### ***Measure M2 (Orange County)***

Measure M2 is a renewal of Measure M, Orange County's half-cent sales tax for transportation improvements. Initially approved in 1990 for a 20-year period, the renewal was approved by the voters in 2006 for another 30 years. The Orange County Transportation Authority (OCTA) administers Measure M2, adopting the M2020 plan in 2011 to delineate how to meet goals such as freeway improvements, expansion of roadway capacity, protection of pavement conditions, traffic signal synchronization, expanding and improving rail facilities, funding fixed-guideway connections to Metrolink, expanding mobility choices for seniors and the disabled, stabilizing bus fares, encouraging local community transit services, and improving streets and road conditions.

## Growth Management Element



*Chart of planned uses of Measure M2 funds by the Orange County Transportation Authority (\$15.5 billion through 2041)*

- 👁️ A total of 5% of M2 Freeway Program funds is allocated to the Freeway Environmental Mitigation Program
- 💧 A total of 2% of the overall M2 Program funds is allocated to the Environmental Cleanup Program

### *Global Warming Solutions Act of 2006 (AB 32)*

AB 32, California's Global Warming Solutions Act of 2006, In response to these concerns, California enacted AB 32, the California Global Warming Solutions Act of 2006. The law seeks to reverse climate change through a comprehensive program reducing GHG emissions for virtually all sources statewide. The California Air Resources Board (CARB) is responsible for implementation of AB32. Nine discrete early action measures; 35 additional measures were adopted in October 2007 and are now enforceable. The discrete early actions include a low carbon fuel standard, landfill methane capture regulations, reductions in HFCs from mobile air conditioning systems, fluorinated gas emissions from semiconductor manufacturing, sulfur hexafluoride from some industrial processes, high GWP gases in consumer products, and emissions from diesel auxiliary engines on ships at California Ports, improved fuel efficiency in heavy-duty diesel vehicles, and new tire pressure regulations. The early action programs form part of California's comprehensive strategy for achieving the GHG reduction targets.

AB 32 requires CARB to develop regulations and market mechanisms to achieve technologically feasible and cost-effective measures that will reduce emissions to 1990 levels by 2020—a 25 percent reduction statewide. In 2008, CARB approved a comprehensive plan "Scoping Plan" which is to be updated every five years. The first update was approved in 2014.

### *Sustainable Communities and Climate Protection Act of 2008 (SB 375)*

Senate Bill (SB) 375, the Sustainable Communities and Climate Protection Act of 2008, provides key support to achieve the goals of AB 32. SB 375 is intended to encourage regional planning that integrates land use and transportation policy in a way that reduces GHG emissions from passenger vehicles. This legislation endeavors to control the emissions by curbing sprawl (the unplanned, uncontrolled spread of urban development). The legislation encourages compact development patterns that reduce the need to drive, thereby reducing air pollution from car exhaust, conserving water, and protecting habitat, among other benefits. To achieve these goals, this law is designed to align regional land use, housing, and transportation plans with greenhouse gas reduction targets for 2020 and 2035.

SB\_375 tasks CARB to set greenhouse gas reduction targets for each of California's 18 regional Metropolitan Planning Organizations (MPOs). Each MPO is required to prepare a Sustainable Communities Strategy (SCS) as part of their Regional Transportation Plan (RTP). In August 2010, CARB released the proposed GHG reduction targets for the MPOs to be adopted in September 2010. The proposed reduction targets for the SCAG region were eight percent by year 2020 and 13 percent by year 2035.

### *Complete Streets Act of 2008*

In 2008, the State of California passed a law requiring that, as of January 1, 2011, any substantive revision of the circulation element of the General Plan undertaken by any county or city include a plan for a balanced, multimodal transportation network that meets the needs of and provides safe access for, all users including pedestrians, bicyclists, transit vehicles, truckers, and motorists. Each complete street can look different, according to its context, community preference, the types of road users, and their needs.

## Key Issues

With Costa Mesa essentially in a built-out condition, the City’s objective is to continue to balance land use changes with infrastructure capacity. A significant portion of transportation problems in Orange County stem from the inability of the freeway system to service peak-period travel demands. Given the City’s location amid a network of freeway interchanges—and most significantly, the termination of SR-55 at 19<sup>th</sup> Street—Costa Mesans feel the effects of regional vehicular traffic on daily basis. While arterial highways such as Harbor and Newport Boulevards are intended to handle the majority of intra-regional traffic and complement the freeway system, residents expect that they should be able to move easily about their city during most times of day. In addition to vehicular traffic, Costa Mesa needs to improve alternative modes of transportation.

With this key concern in mind, priority will be placed on:

- Maintaining and enforcing standards (e.g., level of service, trip budgets) to ensure that the necessary transportation infrastructure is adequately provided
- Appropriately phasing transportation infrastructure enhancements with the timing of new development
- Ensuring that transportation infrastructure is adequately funded
- Monitoring and evaluating the progress of population, employment, and development to ensure that adequate development patterns occur within the timing of the General Plan

## Creating Synergy Between Land Use and Circulation

Given that less than two percent of developable land in Costa Mesa is vacant, the predominant issue when dealing with future growth is not quantity but quality and tactical placement of development or uses within the City. Future growth must be directed by the strategic placement of development or uses to minimize the impact of growth on our circulation system. This includes but is not limited to approving development projects and uses that create a synergistic relationship with the neighboring developments and uses so that additional demand on the circulation system is reduced. Development decisions need to look for a balance of uses within the individual neighborhood communities of Costa Mesa to minimize length of trips traveled, or cluster of complementary uses to condense multiple trips into one. Future development and uses must be connected and provide easy access to multiple modes of transportation and/or off-set hours of neighboring uses to maximize the efficiency of land used for parking spaces.

## Development Phasing and Performance Monitoring Program

The City has prepared a development phasing and performance monitoring program based on OCTA timetables. This program establishes a system for periodic evaluation of compliance with newly approved development phasing allocations. Under this program, roadway and other transportation facility improvements or funding must actually be provided in order for new development to continue. The program provides a periodic evaluation of the maintenance of transportation service levels. Periodic traffic reports prepared under this program will continue to utilize data collected within three months of preparation of the report. In the event that the program identifies one or more service level deficiencies, measures will be implemented to correct identified deficiencies.

# Goals, Objectives, and Policies

The following goals, objectives, and policies work in concert with those in the Land Use and Circulation Elements.

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## Goal GM-1: Interjurisdictional Coordination

**Objective GM-1.A:** *Coordinate land use and transportation planning policies with State, regional, and local growth management efforts.*

**Policy GM-1.A.1:** Cooperate with the Orange County Transportation Authority (OCTA) and other jurisdictions on development, all future regional transportation plans, and land use planning on a countywide basis.

**Policy GM-1.A.2B:** Coordinate population, housing, and employment projections with the State Department of Finance, Southern California Association of Governments, Center for Demographic Research, Newport-Mesa Unified School District, and County of Orange agencies in terms of infrastructure planning.

**Policy GM-1.A.3C:** Work with interjurisdictional forums such as the City-County Coordinating Committee to make sure that the City's fees are consistent with minimally acceptable impact fees in the region.

**Policy GM-1.A.4D:** Participate in interjurisdictional planning forums to discuss implementation of traffic improvements, cooperative land use planning, and appropriate mitigation measures for developments with multijurisdictional impacts.

**Policy GM-1.A.5E:** Continue to require that any new large developments prepare a master plan and environmental impact analysis. This allows the City to anticipate the impacts of large projects prior to development of any portion and permits more time to plan for public services and facilities needed to support the project.

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## Goal GM-2: Integration of Land Use and Transportation Planning

**Objective GM-2.A:** *Maintain the Level of Service standards by integration of land use and transportation planning*

**Policy GM-2.A.1:** Ensure that land use designations are reflected in the sub-regional county model and SCAG’s model through consistent assumptions and methodologies.

**Policy GM-2.A.2B:** Coordinate with State, county, and local agencies for planning and construction of public utilities to minimize negative impacts on the circulation system.

**Policy GM-2.A.3C:** Use the Development Phasing and Performance Monitoring Program to assess the impact of existing and new development on the circulation system.

**Policy GM-2.A.4D:** Support uses and development which create synergistic relationships with neighboring uses and development, especially those whose addition does not create mutually exclusive additional vehicular trips but adds to the value of the destination by any potential visitor.

**Policy GM-2.A.5E:** Support creative and flexible solutions that provide for additional economic or physical growth within the City but does not place greater impact on the circulation system. These would include shared parking agreements, offset hours of operation, and clustering of harmonious and supportive uses.



*Fairview Park natural habitat and open spaces*

## Chapter 6:

# Conservation Element

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### Introduction

Costa Mesa residents benefit from the city’s favorable location, with cool ocean breezes and coastal bluffs that provide a diversity of natural habitats. Costa Mesa’s natural resources include the Santa Ana River, which provides flood control and open space connectivity, and Fairview Park and Talbert Regional Park, which support wildlife diversity.

### Purpose

The purpose of the Conservation Element is to preserve, protect, and replenish the limited natural resources in the City, including water, open space, and sensitive habitats. In addition, this element addresses the management of energy resources and opportunities to integrate sustainability considerations into City policies. This element establishes a policy framework that:

## Conservation Element

- Identifies areas in Costa Mesa with **substantial natural resources** that the City is committed to manage and prevent from waste, destruction, and neglect
- Provides for programs aimed at **resource conservation** for the benefit of future generations

The Conservation Element meets the requirements of State law, which states that Conservation Elements must address the protection and maintenance of California's natural resources. In Costa Mesa, natural resources of concern are:

- Air quality
- Biological resources
- Energy
- Water resources
- Wastewater
- Water quality
- Water management

## Baseline Conditions - 2015

The City has actively pursued improving natural conditions through conservation and protection programs since the early 2000s. Substantial progress has been made both to educate the community and achieve measurable results. To provide a baseline to gauge future progress, this section provides a snapshot of environmental conditions in 2015.

### Coastal Wildlife Habitat Areas

#### *Santa Ana River Parks and Riparian Areas*

The Santa Ana River and riparian areas are important to local wildlife, not only for the habitat they provide but for the open space connectivity they create between isolated areas where animals live and forage, as well as for migration corridors. Riparian areas, such as the Fairview Park wetlands and riparian habitat areas, play an important role in the ecosystem by sorting and filtering sediment, recharging groundwater aquifers, and reducing flood potential. For residents, these systems provide valuable connections to natural areas and create opportunities for recreation, education, and awareness. A portion of the Santa Ana River lowlands is a key such area and has been preserved as a multiuse

regional park, Talbert Regional Park/Nature Preserve, which is owned and maintained by the County of Orange. Public recreation amenities at the park include hiking and running trails and bird-watching areas. In addition, sensitive wetlands and paleontological resources within the park provide opportunities for education.

**Fairview Park**

The City’s Fairview Park lies immediately adjacent to Talbert Regional Park and is linked with the Santa Ana River system of trails and parks. Fairview Park includes open space consisting of bluffs, vernal pools, trails, native plant communities, and wildlife. Within the park, the City has pursued riparian habitat restoration through a system of wetland ponds and streams with riparian and coastal plants, native habitat plantings, and an irrigation system. The creation of wetlands and riparian habitat provides many benefits. Dry weather urban runoff and stormwater are diverted from flood control to the wetlands, where plants and ultraviolet rays naturally remove impurities, thus preventing pollutants from reaching the ocean or having to be otherwise treated. The restored wetlands create a wildlife recreational area in an urban setting, where local residents and visitors can observe wildlife and learn about the broader ecosystem. Fairview Park is part of the larger natural open space/habitat preservation system immediately adjacent to the Orange County Central/Coastal Subregional Natural Communities Conservation Plan and Habitat Conservation Plan (NCCP/HCP) lands.

*Fairview Park Wetlands and Riparian Habitat Project includes nearly 23 acres of native riparian habitat and wetland ponds within the north section of Fairview Park. The project also educates the public on the benefits of wetlands and their contribution to the ecology of the coastal area.*



Within the upper mesa of Fairview Park are several vernal pools, which are seasonal pools of water that provide habitat for distinctive plants and animals. Vernal pools are considered dynamic micro-ecosystems. They are considered to

## **Conservation Element**

be a distinctive type of wetland usually devoid of fish, and thus allow the safe development of natal amphibian, such as the San Diego fairy shrimp (*Branchinecta sandiegonensis*) and insect species. Vernal pools are protected by State and federal laws.

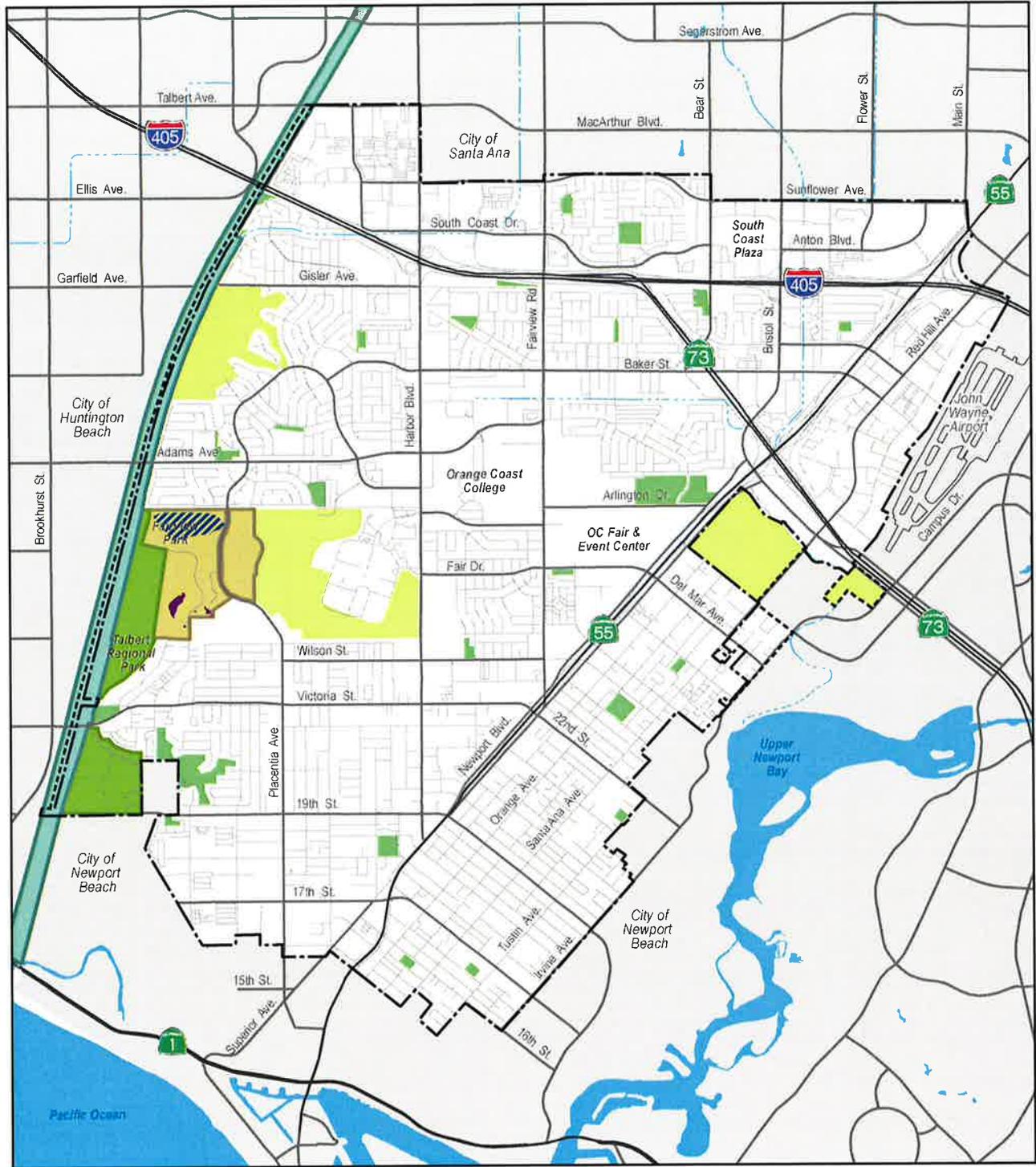
### **Talbert Regional Park/Nature Preserve**

Talbert Regional Park encompasses approximately 180 acres on Victoria Street between Pacific Avenue and the Santa Ana River, see Figure CON-1: *Biological Resources*. Within this compact area, the park supports six distinct introduced and native plant zones that respond to changing conditions along the river. The introduced zones are intended to accommodate more active human use and provide a visual screen. Native zones include the "Coastal Strand," which consists of gentle slopes and dunes, a habitat now largely absent due to urbanization. The "Native Grassland" zone is the largest zone in the park and provides wildlife habitat. The "Alluvial Woodland" zone contains a wide variety of plant and animal life and is the most secluded area in the park. Finally, the "Wetland Zone" consists of the southern 14.8 acres of the park and contains elements of riparian woodland and mulefat scrub.

Talbert Regional Park/Nature Preserve has been identified as an area providing important biodiversity habitat and is part of the open space and natural habitat reserve system of the Orange County Central/Coastal NCCP/HCP. The 37,000-acre reserve system permanently protects a broad range of plant and animal populations that are within the Central and Coastal Subregion. The Nature Reserve of Orange County, a nonprofit corporation, manages the Orange County Central/Coastal NCCP/HCP and coordinates land management activities, conducts wildlife and habitat research and monitoring, and restores disturbed habitats within the reserve system.

### **Orange Coast River Park, Inc.**

The Orange Coast River Park, Inc., a nonprofit committee founded by the Friends of Harbors, Beaches & Parks, coordinates and manages projects across multiple boundaries to help coordinate a mosaic of more than 1,000 acres of open space along the Santa Ana River, including the Talbert Nature Preserve and Fairview Park. The organization's mission is to realize a master plan of parks and open space that meets the diverse needs of the urban population and provides seamless passageways to the coast from inland while also allowing for conservation and preservation of valuable habitats.



- Parks and Open Spaces**
- Fairview Park
  - Talbert Regional Park
  - Santa Ana River Greenbelt
  - Park and Recreational Facilities
  - Golf Courses

- Biological Resources**
- Riparian
  - Vernal Pools

Source: City of Costa Mesa, 2015.



**Figure CON-1: Biological Resources**

## Conservation Element

### *Coastal Plants and Wildlife*

Prior to development of Costa Mesa, the natural landscape consisted of native grasses, sage scrub, and riparian plant life. Examples of these habitats are extant in the City, primarily within Talbert and Fairview Parks (Figure CON-1, Biological Resources). The grasslands generally can be found at lower elevations that have a deep layer of clay-bearing soil. Sage scrub communities occur at elevations lower than 3,000 feet on foothills and coastal bluffs and in canyons. Riparian vegetation is found around springs, streams, seeps, and ponds.

The natural habitats remaining support diverse plant species, including several sensitive species listed as threatened or endangered according to federal and State criteria. Whether or not specific species are present in particular habitats is determined through site-focused studies. However, sensitive or protected species of concern within the planning area may include:

- San Diego button-celery (*Eryngium aristulatum* var. *parishii*)
- Big-leaved crownbeard (*Verbesina dissita*)
- Gambel's water cress (*Nasturtium gambelii*)
- Ventura Marsh milk-vetch (*Astragalus pycnostachyus* var. *lanosissimus*)
- Salt marsh bird's-beak (*Chloropyron maritimum* ssp. *Maritimum*)
- California Orcutt grass (*Orcuttia californica*)
- Santa Ana River woollystar (*Eriastrum densifolium* ssp. *Sanctorum*)<sup>1</sup>

The following tables inventory plant species found in the grassland, sage scrub, and riparian communities in Costa Mesa.

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<sup>1</sup> California Natural Diversity Database (CNDDDB), Biogeographic Information & Observation System (BIOS) Viewer, Department of Fish & Wildlife, April 2015.

**Table CON-1: Plant Communities**

Common Name	Scientific Name	Status (A)	Confirmed Observation	Possibly Present
Desert needlegrass	<i>Achnatherum speciosum</i>	-	X	
Red-skinned onion	<i>Allium haematochiton</i>	-	X	
Southwestern beardgrass	<i>Andropogon glomeratus</i>	-	X	
California sagebrush	<i>Artemisia californica</i>	-	X	
Coulter’s saltbush	<i>Atriplex coulteri</i>	CNPS 1B		X
Slender wild oat	<i>Avena barbata</i>	-	X	
Wild oat	<i>Avena fatua</i>	-	X	
Black mustard	<i>Brassica nigra</i>	-	X	
Red brome	<i>Bromus rubens</i>	-	X	
Poverty brome	<i>Bromus sterilis</i>	-	X	
Prostrate spineflower	<i>Chorizanthe procumbens</i>	CNPS 4		
Wild hyacinth	<i>Dichelostemma pulchellum</i>	-	X	
Shooting stars	<i>Dodecatheon clevelandii</i>	-	X	
California buckwheat	<i>Eriogonum fasciculatum</i>	-	X	
White-stemmed filaree	<i>Erodium moschatum</i>	-	X	
California poppy	<i>Eschscholzia californica</i>	-	X	
California Chocolate lily	<i>Fritillaria biflora</i>	-	X	
Southern tarplant	<i>Hemixonia Parryi ssp. Australis</i>	CNPS 1B, FSC		X
Vernal barley	<i>Hordeum intercedens</i>	CNPS 3		X
Wild barley	<i>Hordeum murinum</i>	-	X	
Goldentop grass	<i>Lamarckia aurea</i>	-	X	
Coulter’s goldfields	<i>Lasthenia glabrata ssp. Coulteri</i>	CNPS 1B, FSC		X (Historic)
Hairy peppergrass	<i>Lepidium nitidum</i>	-	X	
Small-flowered microseris	<i>Microseris douglasii var. platycarpha</i>	CNPS 4		X
Coastal prickly-pear	<i>Opuntia littoralis</i>	-	X	
California buttercup	<i>Ranunculus californicus</i>	-	X	
Johnson grass	<i>Sorghum halepense</i>	-	X	
Johnny jump-ups	<i>Viola pendunculata</i>	-	X	

Note: A) CNPS 1B: California Native Plant Society List for Plants Rare or Endangered in California and Elsewhere; CNPS 3: California Native Plan Society List for Plants About Which We Need More Information – A Review List; CNPS 4: California Native Plan Society List for Plants of Limited Distribution – A Watch List; FSC: Federal Species of Concern.

Source: BonTerra Consulting, May 22, 2000.

**Conservation Element**

**Table CON-2: Plants of the Sage Scrub Community**

Common Name	Scientific Name	Status (A)	Confirmed Observation	Possibly Present
Red-skinned wild onion	<i>Allium haematochiton</i>	-	X	
Aphanisma	<i>Aphanisma blitoides</i>	CNPS 1B, FSC		X
California sagebrush	<i>Artemisia californica</i>	-	X	
Coulter's saltbush	<i>Atriplex coulteri</i>	CNPS 1B		X
South coast saltscale	<i>Atriplex pacifica</i>	CNPS 1B, FSC		X
Parish's brittle scale	<i>Atriplex parishii</i>	CNPS 1B, FSC		X
Davidson's saltscale	<i>Atriplex serenana var. davidsonii</i>	CNPS 1B		X
Slender wild oat	<i>Avena barbata</i>	-	X	
Wild oat	<i>Avena fatua</i>	-	X	
Goldenstar	<i>Bloomeria crocea</i>	-	X	
Wavy-leaved soap plant	<i>Chlorogalum pomeridianum</i>	-	X	
Buckwheat	<i>Eriogonum fasciculatum</i>	-	X	
Decumbent goldenrush	<i>Isocoma menziesii var. decumbens</i>	CNPS 1B		X
Robinson's pepper-grass	<i>Lepidium virginicum var. Robinsonii</i>	CNPS 1B		X
Deerweed	<i>Lotus scoparius</i>	-	X	
Laurel sumac	<i>Malosma laurina</i>	-	X	
Melic grass	<i>Melica frutescens</i>	-	X	
Lemonadeberry	<i>Rhus integrifolia</i>	-	X	
California wild rose	<i>Rosa californica</i>	-	X	
White sage	<i>Salvia apiana</i>	-	X	
Purple sage	<i>Salvia leucophylla</i>	-	X	
Black sage	<i>Salvia mellifera</i>	-	X	
Hedge mustard	<i>Sisymbrium officinale</i>	-	X	

Note: A) CNPS 1B: California Native Plant Society List for Plants Rare or Endangered in California and Elsewhere; FSC: Federal Species of Concern

Source: BonTerra Consulting, May 22, 2000.

**Table CON-3: Plants of the Riparian Community**

Common Name	Scientific Name	Status (A)	Confirmed Observation	Possibly Present
Big-leaf maple	<i>Acer macrophyllum</i>	-	X	
White alder	<i>Alnus rhombifolia</i>	-	X	
Mule fat	<i>Baccharis salicifolia</i>	-	X	
Santa Barbara morning-glory	<i>Calystegia sepium ssp. binghamiae</i>	CNPS 1B		X (Historic)
Salt marsh bird's-beak	<i>Cordylanthus maritimus ssp. maritimus</i>	FE, SE		X (Historic)
Los Angeles sunflower	<i>Helianthus nuttallii ssp. parishii</i>	FSC		X (Historic)
Western sycamore	<i>Plantanus racemosa</i>	-	X	
Sword fern	<i>Polystichum munitum</i>	-	X	
Fremont cottonwood	<i>Populus fremontii</i>	-	X	
Canyon oak	<i>Quercus chrysolepis</i>	-	X	
Castor bean	<i>Ricinus communis</i>	-	X	
Arroyo willow	<i>Salix lasiolepis</i>	-	X	
Mexican elderberry	<i>Sambucus mexicana</i>	-	X	
Coastal bulrush	<i>Scirpus robustus</i>	-	X	
Poison oak	<i>Toxicodendron diversilobum</i>	-	X	
Broad-leaved cattail	<i>Typha latifolia</i>	-	X	
California bay laurel	<i>Umbellularis californica</i>	-	X	
Desert wild grape	<i>Vitis giardiana</i>	-	X	

Note: A) FE: Federally-listed endangered FSC: Federal Species of Concern SE: State-listed endangered; CNPS 1B: California Native Plant Society List for Plants Rare or Endangered in California and Elsewhere;

Source: BonTerra Consulting, May 22, 2000.

## **Conservation Element**

In prehistoric times, wildlife roaming Orange County included bison, jaguars, camels, wolves, ground sloths, bears, saber-tooth cats, and shrews. Today, wildlife is much smaller and less threatening, with species consisting of those that have adapted to close human contact, such as squirrels, voles, white-tail kites, red-tail hawks, and coyotes. Some species of special interest that inhabit open spaces within the City include the burrowing owl (*Speotyto cuniculara*), an indigenous species that uses abandoned rodent burrows for nests; the San Diego fairy shrimp (*Branchinecta sandiegonensis*) which occupies vernal pools in Fairview Park; the Belding's savannah sparrow (*Passerculus sandwichensis beldingi*) which resides year-round in coastal salt marshes of Southern California, and the Least Bell's vireo (*Vireo bellii pusillus*) which inhabits riparian and terrestrial fields, shrubland, chaparral, and woodlands.

### ***Coastal Zone Management***

California's coastal zone generally extends 1,000 yards inland from the mean high tide line. In significant coastal estuarine habitat and recreational areas, the zone extends inland to the first major ridgeline or five miles from the mean high tide line, whichever is less. Subsequent to the City's 1979 request to remove 13 acres, the coastal zone in Costa Mesa encompasses the Santa Ana River lowlands and Talbert Regional Park south of Victoria Street, approximately 76 percent of Canyon Park, and 0.23 acres of Tract 12067 (see Figure CON-2: *Coastal Zones*).

### **Santa Ana River Lowlands**

The coastal zone encompasses the central segment of the Santa Ana River lowlands, which extends inland from the coastline to the northern boundary of Fairview Park in Costa Mesa and includes the City of Newport Beach and the County of Orange. Costa Mesa's Local Coastal Plan (LCP) is coordinated with both jurisdictions for the lowland properties to the south and with the City of Huntington Beach due to the close proximity and the interrelationship of coastal issues. All of the river lowlands between Pacific Coast Highway and Fairview Regional Park are included in the Santa Ana River/Santiago Creek Greenbelt Corridor. The Greenbelt Implementation Plan designates this area as a Water-Related Recreation and Conservation Area. Although the implementation plan does not propose a specific use for these properties, it does require recreational use to be compatible with the overall greenbelt and provide access to the river trails network.

**Parks and Open Space within the Coastal Zone**

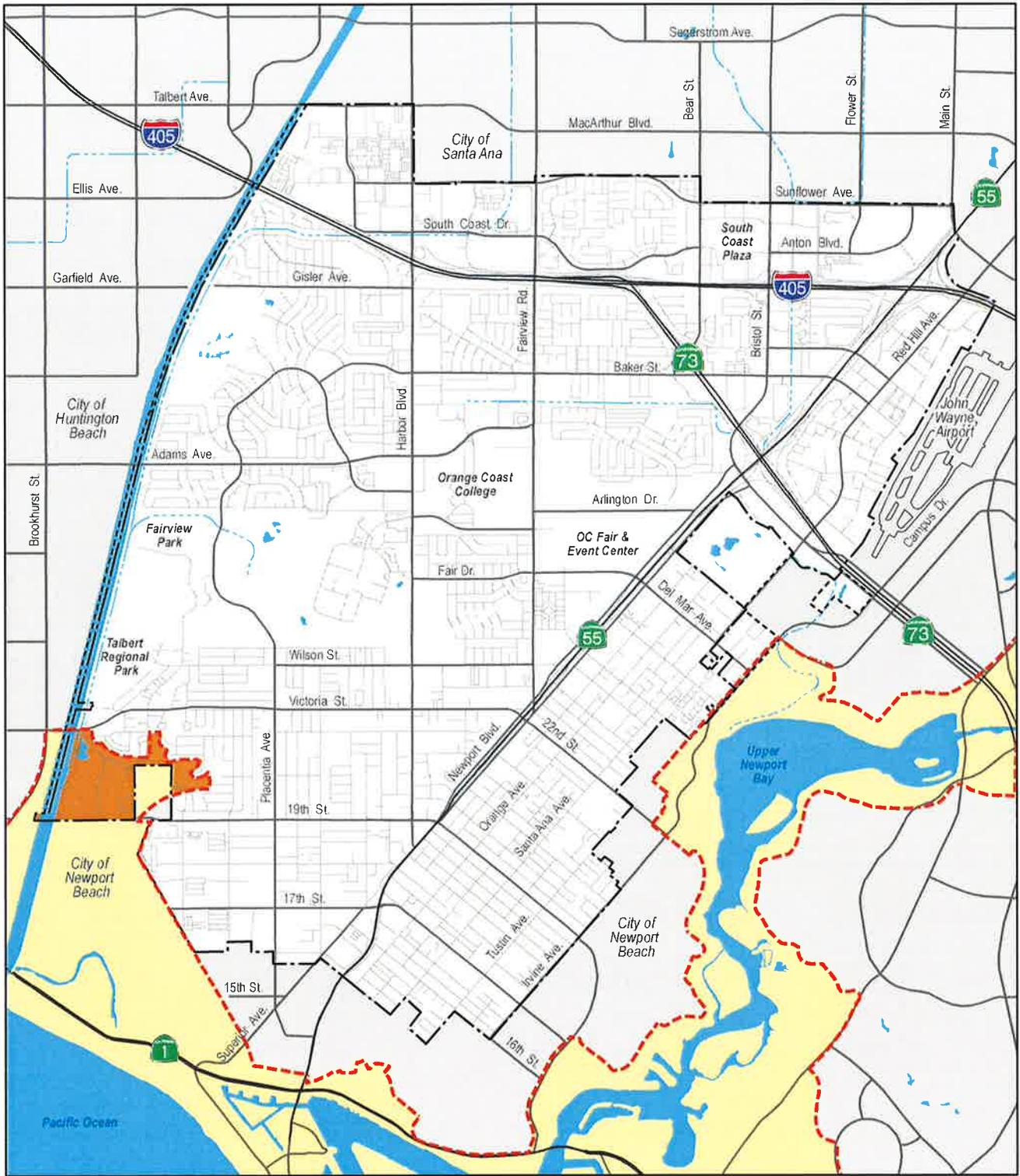
As described above, the County of Orange operates Talbert Regional Park; approximately 97 acres lie within the coastal zone. The land use designation for the park is Open Space Reserve (OSR). The OSR designation applies to lands of scenic and natural attraction and areas of ecological, cultural, historical, and recreational significance permanently preserved as and restricted to open space and compatible uses.

Canyon Park is City-owned and designated Public/Institution. This designation applies to publicly and privately owned lands that provide recreation, open space, health and educational opportunities, and uses that provide a service to the public. Approximately 27 acres of the 36-acre Canyon Park are within the coastal zone.

*Talbert Regional Park provides natural habitat and hiking trails adjacent to the Santa Ana River.*



# Conservation Element



- Coastal Zone
- California Coastal Commission Coastal Zone Boundary
- Orange Coastal Zone Affecting Costa Mesa
- Yellow Coastal Zone Outside of Costa Mesa

Source: City of Costa Mesa, 2015



**Figure CON-2: Coastal Zones**



**Coastal Zone Properties**

- California Coastal Commission Coastal Zone Boundary
- Local and Regional Parks
- Santa Ana River (Greenbelt)

Source: California Coastal Commission, 2007



**Figure CON-3: Coastal Zone Properties in Costa Mesa**

## Conservation Element

### Tract 12067

The coastal zone also encompasses the northerly 0.23 acres of a 2.3-acre privately owned residential condominium development built in 1986 (known as Tract 12067). The property is zoned PDR-LD and designated Low Density Residential.

### Local Coastal Program (LCP)

The California Coastal Act of 1976 is the permanent enacting law approved by the State legislature. The Coastal Act establishes policies, boundary lines, and permitting procedures. Further, it provides for the transfer of permitting authority, with certain limitations reserved for the State, to local governments through adoption and certification of Local Coastal Programs (LCP) by the Coastal Commission. All local governments in the coastal zone must prepare LCPs. Development in the coastal zone must be evaluated through a permit review process for consistency with the LCPs where they are certified, or the Coastal Act where the Commission may retain permitting jurisdiction. This portion of the General Plan fulfills the City's responsibilities to address and protect its coastal resources and integrates the necessary coastal policies and programs. Chapter 3 of the Coastal Act contains policies regarding future development in the coastal zone that must be addressed in the LCP process.

### *Key Coastal Wildlife Habitat Area Issues*

#### **Loss of Coastal Habitat to Support Wildlife**

The City commits to preserving and protecting, to the greatest extent possible, open space areas devoted to the preservation of natural resources, sensitive habitat and wildlife species, managed production of resources, outdoor recreation, and open space buffer areas for public health and safety. There are no plans to convert any of the open spaces identified in the General Plan.

#### **Protection of Sensitive Species**

Sensitive habitat areas, such as the vernal pools and wetland areas at Fairview Park, are constantly threatened daily by human impact, household pets, storm runoff, pollution and trash, and herbicides and pesticides. The limited natural habitat areas in Costa Mesa are critical, as they are home to sensitive plant and wildlife species.

## Environmental Sustainability

### *Energy Resources*

Southern California Edison is the primary supplier of electricity in Costa Mesa, and the Southern California Gas Company supplies natural gas.

### **Land Use and Transportation Planning**

The reduction in automobile usage and vehicle miles traveled will lower energy consumption and greenhouse gas emissions, thus producing further public health benefits. Costa Mesa has adopted land use and transportation policies and practices that recognize the importance of coordinating land use, housing, economic development, and transportation planning. Refer to both Chapters 2 (Land Use Element) and 3 (Circulation Element).

### **Energy Efficiency**

California residents and institutions have many years of experience practicing energy efficiency. While national per capita energy consumption has increased 50 percent over the past 30 years, per capita consumption in California has remained the same over this period. This is due to many factors, including efficiency and conservation campaigns conducted by private citizens, businesses, and utility companies, in addition to regulations adopted by State and local governments. Residents, the business community, and institutions can continue to maintain relatively lower energy consumption rates. Because the City of Costa Mesa does not operate any local energy-related utility, it does not directly influence local energy use practices (other than leading by example). However, the City is a committed partner to energy providers, supports local small energy systems such as solar and wind, and promulgates sustainable practices through local regulations.

### **Renewable Energy Resources**

Renewable energy sources capture energy from natural processes such as sunlight, wind, flowing water, biological processes, and geothermal heat flows. Renewable energy resources may be used directly or used to create other, more convenient forms of energy. Examples of direct use include passive solar design for heating. Examples of indirect use are electricity generation through photovoltaic cells (solar panels) and wind turbines, or the production of fuels such as ethanol from biomass. To encourage the use of renewable energy

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sources, the City initiated the “Go Green Program,” which waives the permit fees for residential solar installations and electric vehicle charging stations.

### *Green and Sustainable Building Practices*

In 2007, the City of Costa Mesa implemented a voluntary “green building” program that expedited permitting process and waive certain fees for LEED<sup>2</sup> certification, and became the first city in California to require that all new municipal construction be LEED Gold certified. Additionally, conformance to green building standards are encouraged with project applications. A “green building” is a design approach that focuses on minimizing a building’s negative impacts on the environment and building occupants. Green buildings provide many tangible benefits, including improved worker productivity, recruitment, and retention; minimized energy and water costs, construction, and operations; waste minimization; and pollution prevention. This integrated, interdisciplinary approach to design and construction promotes investments in resource-efficient materials, technology, and the use of low-emitting and recycled content materials. Green building practices include the following:

- **Healthy buildings and sustainable building design** aim to create buildings that are not harmful to occupants or the environment and help improve employee productivity. An important emphasis is on indoor environmental quality, especially indoor air quality.
- **Low-impact materials** are used, such as non-toxic, sustainably produced, and recycled building and construction materials that require little energy to process.
- **Quality and durability** are valued, leading to longer-lasting and better-functioning products that require less-frequent replacement, thus reducing the impacts of producing replacements.
- Operators of buildings use a **life-cycle assessment approach** when making design and purchasing decisions.
- **Local, regional, or sustainably managed renewable sources** are used and, whenever possible, composted at the end of their useful lives.

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<sup>2</sup> LEED (Leadership in Energy and Environmental Design) is a building certification program run under the auspices of the U.S. Green Building Council (USGBC). LEED concentrates its efforts on improving performance across five key areas of environmental and human health: energy efficiency, indoor environmental quality, materials selection, sustainable site development and water savings.

### **Green Building Strategy**

In 1978, California established the Energy Efficiency Standards for Residential and Nonresidential Buildings (Title 24, Part 6 of the California Code of Regulations) in response to a legislative mandate to reduce California's energy consumption. The State updates these standards approximately every three years to allow consideration and possible incorporation of new energy efficiency technologies and methods. For example, the 2013 energy standards were projected to save 25 percent more energy relative to the 2008 Building Energy Efficiency Standards. The standards apply to newly constructed buildings, as well as additions and alterations for existing buildings. All standards in Title 24, Part 6 must be followed as part of the City's building permit process. The City encourages applying green building standards beyond what is required in Title 24 for all new development projects.

### ***Waste Management and Recycling***

Residential trash and recycling collection services are designated functions of the Costa Mesa Sanitary District. The Costa Mesa Sanitary District has developed innovative programs and processes to reduce the waste stream heading to landfills. One example is the Organics Recycling Program, which allows residents to deposit yard and kitchen waste into the organics cart, where these materials will be transported to an anaerobic digestion facility and converted into fertilizers and natural gas. Other recycling programs include the Large Item Collection Program; Electronic and Universal Waste; Sharps Disposal Recycling Program; and Residential Fats, Oils, and Grease (FOG) Recycling Program. The Costa Mesa Sanitary District continues to pursue innovative reduce, reuse, and recycling strategies that allow Costa Mesa residents to make responsible choices in disposal of waste products, but to also protect the environment. The Costa Mesa Sanitary District and the City of Costa Mesa also continue to collaborate in providing quality services to its customers and residents.

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### ***Key Environmental Sustainability Issues***

#### **Energy Consumption**

In addition to promoting sustainable practices, reduced energy consumption and associated lower costs benefit local residents and businesses. As energy demand grows over time and nonrenewable energy resources become more limited, more aggressive conservation measures and increased use of innovative new technologies will be of greater necessity.

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### **Encouraging More Green Building Practices**

Builders are sometimes reluctant to integrate green building strategies within their project, mostly due to upfront cost associated with the design and technologies. “Green” is often viewed as an add-on to current building practices. However, what builders do not often consider is what can be changed, modified, improved, or eliminated from the typical building practices and replaced with better, proven technologies and practices, typically resulting in lower overall cost of construction, as well savings in long-term operation and maintenance costs.

### **Recycling and Waste Management**

Convenient landfill space will diminish in Southern California, and costs to haul waste greater distances for disposal will drive efforts for increased waste reduction, reuse, recycling, and composting. The City should continue efforts to expand recycling and source reduction programs to minimize the volume of trash entering landfills, conserve resources, and protect the environment from the negative impacts associated with landfills.

## Water Resources

### *Water Supply*

Domestic water service to Costa Mesa residents and businesses is provided by two agencies: the Mesa Water District (MWD) and Irvine Ranch Water District (IRWD). MWD service area encompasses approximately 18 square miles, covering most of Costa Mesa, part of Newport Beach, and John Wayne Airport, (see Figure CON-4, Water Districts). IRWD has an approximate 181-square-mile service area and includes a portion of properties in Costa Mesa located southeast of Newport Boulevard (between 23<sup>rd</sup> Street and Bristol Street), as well as all of the city of Irvine and portions of Tustin, Santa Ana, Orange, Lake Forest, Newport Beach, and unincorporated areas in Orange County.

Natural water supplies in Orange County are limited to groundwater, surface flows in the Santa Ana River (which originate in the San Bernardino Mountains), and local precipitation. Since the demand for water generally exceeds the rate of replenishment of these natural water sources, the majority of communities in Orange County are dependent upon water imported from sources outside Orange County. The two primary sources for imported water are the Colorado River Aqueduct and the State Water Project. The Colorado River Aqueduct transports water from Lake Havasu (in Nevada) to Lake Mathews (in Riverside

County), and then to points in Orange County. The State Water Project carries water from the Upper Feather River in Northern California to Lake Castaic (in Los Angeles County). From Lake Castaic, water is transported and distributed to customers in Orange County.

In Costa Mesa, groundwater collects in underground aquifers that are approximately 2,500 feet beneath the ground surface. MWD owns and operates eight groundwater production wells that pump water from the Orange County Groundwater Basin, which underlies north-central Orange County from Irvine to the Los Angeles County border and from Yorba Linda to the Pacific Ocean (see Figure CON-5, Groundwater Basins). This groundwater basin is managed by the Orange County Water District (OCWD) and is replenished in three ways: 1) by water from the Santa Ana River, 2) from imported water from Metropolitan Water District of Southern California (Metropolitan) through the Municipal Water District of Orange County (MWDOC), and 3) via a groundwater replenishment program that injects purified sewer water into two of OCWD's recharge basins in the city of Anaheim. The eight wells have a total design capacity of approximately 14,000 gallons per minute (as of 2015). However, since Costa Mesa depends upon imported water for a portion of its water supply, the potential impacts of water supply and demand extend beyond the boundaries of the City and its two serving agencies. The availability of imported water is directly related to the water supply conditions in the source watersheds, as well as demand for water throughout the State. Recurring dry years can also significantly affect Southern California's water allotment.

### **Mesa Water District**

In 1986, MWD introduced a Master Plan designed to meet the long-term growing needs of its customers. The plan defined ways to improve water delivery systems, create additional local storage facilities, drought-proof the service area, and develop new sources of water. One of MWD's primary focuses is to decrease dependence on high cost imported water by upgrading the Mesa Water Reliability water treatment facility's filtration treatment technology and expand the water filtration capacity. Subsequent to completion of the Mesa Water Reliability Facility Improvement Project, MWD's water supply mix is comprised of 94 percent groundwater and 6 percent recycled water, with no imported water needed.

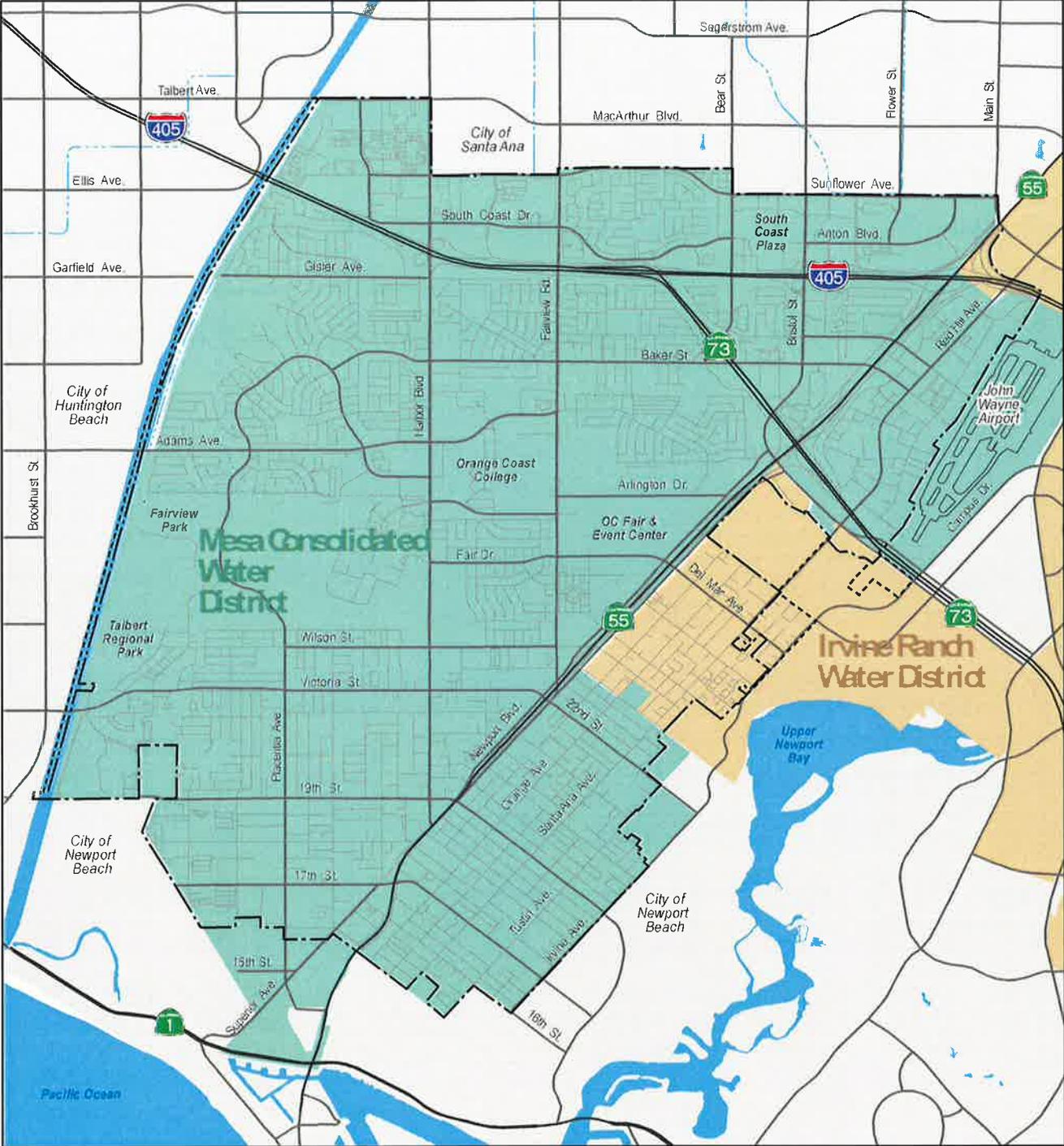
## **Conservation Element**

### **Irvine Ranch Water District**

IRWD prepares two planning documents to guide water supply decision-making: the Water Resources Master Plan (WRMP) and the Urban Water Management Plan (UWMP). The WRMP is a comprehensive document that IRWD uses for its planning needs. The UWMP is based on the WRMP; it examines historic and current water use projections and compares water supplies with demands over the next 20 years. These plans identify the imported and local water supplies that will meet future demand—including groundwater recovery and water recycling—as well as IRWD's planned conservation measures to ensure a reliable supply of high-quality water.

For many years, IRWD received almost all of its water from imported sources. To alleviate the dependency on costly imported water, in the late 1970s IRWD began building a network of groundwater wells. Today, approximately 50 percent of IRWD water supply comes from groundwater wells located within the Orange County Groundwater Basin. IRWD meets approximately 23 percent of its total demands with recycled water and the remaining 27 percent potable water imported through MWD.

To further reduce reliance upon imported water and ultimately increase supply reliability and water quality, IRWD has creatively partnered with the Rosedale-Rio Bravo Water Storage District to construct 502 acres of groundwater recharge ponds in Kern County. This arrangement allows available surface water to percolate into distant groundwater basins for later use during dry periods to offset potential reductions in supply from its normal sources. IRWD's partnership with Rosedale provides long-term equity ownership of water banking capacity of up to 50,000 acre-feet of water.



Water Districts

- Mesa Consolidated Water District
- Irvine Ranch Water District

Source: City of Costa Mesa, 2015.



Figure CON-4: Water Districts

Conservation Element

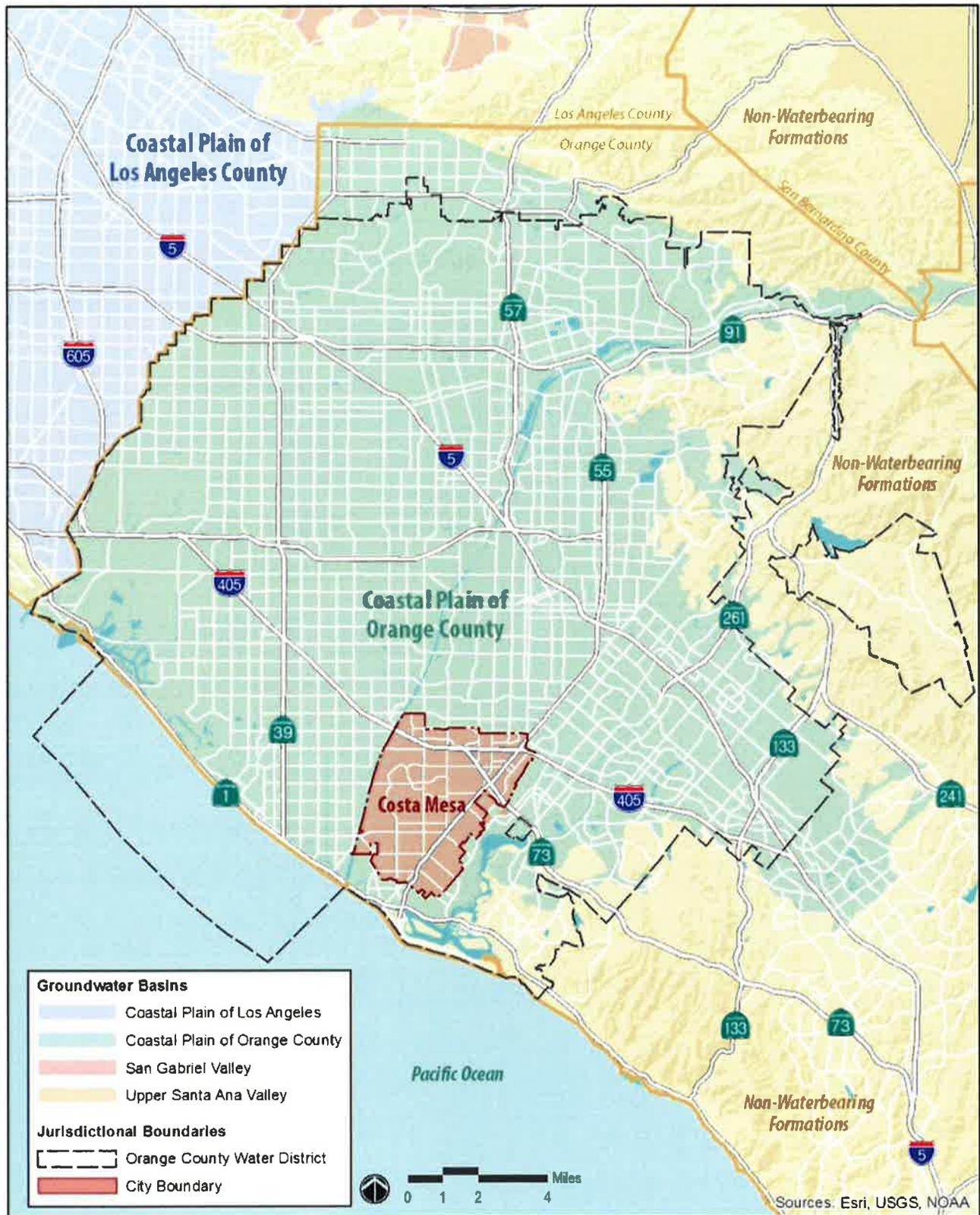


Figure CON-5: Groundwater Basins

### **Water Resources Master Plan**

Per the California Urban Water Management Planning Act of 1983, all urban water suppliers must prepare an updated UWMP every five years for review by the California Department of Water Resources. The purpose of UWMPs is to ensure that urban water suppliers have adequate water supplies for existing and future demands. Plans must identify and discuss various factors affecting current and projected water supplies and demand, and must identify steps to ensure the availability and reliability of future supplies. Furthermore, effective 2010, UWMPs were required to incorporate the Water Conservation Act of 2009 (SBx7-7), which established even stricter reduction targets. With the continued drought years during the 2000s, additional reduction targets were mandated by Executive Order B-29-15 in 2015.

As retail water suppliers, MWD and IRWD have the option of complying with SBx7-7 individually or participating in a Regional Alliance. Both districts have chosen to participate in a Regional Alliance with the Metropolitan Water District of Orange County (MWDOC). In the event that the region does not comply with the regional target, an agency may still be in compliance if it meets its own individual target.

### **Water Conservation**

The importance of water conservation has been highlighted during several periods of extended drought in California. In response, MWD and IRWD have adopted water conservation policies, as has the City of Costa Mesa, which require new development projects to incorporate water conservation measures. The water agencies and the City continually evaluate policies and programs to maximize water savings and modify them to integrate the latest water efficient technologies and practices. The City, in cooperation with MWD and IRWD, educates homeowners and business owners of the importance of installing water-conserving fixtures and appliances, repairing leaking fixtures, planting drought-tolerant landscaping, and avoiding unnecessary water use. In addition, the City enforces its Water Efficient Landscape Ordinance consistent with the State requirements to maximize use of drought tolerant plants, improve irrigation efficiency, and minimize use of turf.

### ***Water Quality and Urban and Stormwater Runoff***

The quality of water in our natural and domestic water systems affects the health of wildlife, habitat, and people. Most water pollution comes from untreated

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storm flows and urban runoff that runs across streets, yards, and parking lots before draining into creeks, marshes, and the ocean. This untreated water can contain a variety of pollutants harmful to the environment, including heavy metals, excessive sediment, petroleum hydrocarbons, domestic sewage, pesticides, and trash. Urban runoff is the result of human-caused activities, such as the overwatering of lawns or the washing of vehicles in driveways. Stormwater runoff refers to water generated during storm events, particularly with an initial rain event as water pollution entering storm drains in areas with high proportions of impervious surfaces is typically more concentrated of toxic materials compared to the remainder of the storm.

Federal, State, and local regulations set standards to protect water quality. In particular, the State Regional Water Quality Control Board mandates control of urban runoff to reduce the percolation of pollutants from surface runoff into groundwater supplies. At the local level, Costa Mesa implements regulations consistent with federal and State requirements, most notably through the National Pollution Discharge Elimination System (NPDES) program.



*Bioswales* were included in the parking lot in the redevelopment of David Magnet School. Stormwater runoff can enter the swale and filter out pollutants and toxins that would have otherwise entered local streams and eventually the Pacific Ocean. Collected water can also infiltrate into the ground below, recharging underground water basins.

### **Wastewater/Recycled Water**

Recycled water has become an important resource for Costa Mesa and will become increasingly important as other sources of water become less reliable and more costly. Recycled water is wastewater (sewage) that has been treated to remove solids and certain impurities, and is available for non-potable water uses. The use of recycled water extends potable water supplies, reduces the need for

additional potable water facilities, reduces the amount of treated wastewater discharged into the ocean, reduces reliance on costly imported water supplies, and increases Costa Mesa’s water supply reliability. The Orange County Sanitation District (OCSD) processes over 200 million gallons of collected wastewater daily at treatment plants in Fountain Valley and Huntington Beach. As described above, millions of gallons of treated effluent are injected into the groundwater basins or used for irrigation, and actually results in improved basin water quality due to the high treatment standards required of the recycled water.

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### *Key Water Resources Issues*

#### **Water Supply and Reoccurring Droughts**

Water is an essential resource. A stable and reliable water supply must be identified if the community desires growth. With drought conditions ever present in California, even during relatively wet periods, the City recognizes that conservation measures and education put in place today will have long-lasting effects. In 2010, the City adopted the State-mandated Model Water Efficient Landscaping Ordinance. As a response to the ongoing drought, the State revised the Model Water Efficient Landscaping Ordinance with Costa Mesa adopting the revised ordinance in 2016. Working with MWD and IRWD, the City must continually advance programs and measures that promote wise water use and ensure continued recharge of local groundwater basins.

#### **Water Quality and Storm Runoff**

Urban runoff from streets, sidewalks, parking lots, and roofs washes urban-based pollutants into the watershed system and into the Santa Ana River, Upper Newport Bay, and ultimately to the Pacific Ocean. Consistent with federal and State law, Costa Mesa must take local actions to protect the quality of the regional water supply.

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## Atmosphere and Climate

### *Air Quality*

Costa Mesa is located in the South Coast Air Basin, which is an approximately 6,600-square mile area bounded by the Pacific Ocean to the west; the San Gabriel, San Bernardino, and San Jacinto Mountains to the north and east; and the San Diego County line to the south. The Basin includes all of Orange County

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and the non-desert portions of Los Angeles, Riverside, and San Bernardino Counties. Basin air quality is influenced by stationary (point source), area-wide, and mobile sources that generate pollutants which contribute to the formation of smog and other poor air quality conditions. Point sources are emission sources located at a single location, while area-wide sources are many smaller point sources that are widely distributed. Examples of point and area-wide sources include manufacturing plants, lawnmowers, fireplaces, and painting operations. Mobile sources, as their name implies, are not stationary: they are motor vehicles, trains, and aircraft.

The climate within the Basin varies considerably from the coastal zone to the inland valleys, mountain areas, and deserts. Most of the Basin is relatively arid, with very little rainfall and abundant sunshine during the summer months. Factors such as wind, sunlight, and temperature all affect the accumulation and/or dispersion of pollutants throughout the Basin. The extent and severity of the air pollution problem is a function of the area's natural physical characteristics and as well as human-caused influences, e.g., development patterns and lifestyle.

### **Wind**

One of the most important factors affecting climate in the Basin is the direction and intensity of the prevailing winds. The Basin has a limited capability to disperse air contaminants due to light average wind speeds. Winds generally blow from the coast inland, where temperature inversions (and the mountains) trap pollutants. As a result, the movement or stagnation of air during the morning and evening hours determines the pollution level on any given day. Costa Mesa's coastal location provides for relatively good air quality due to wind patterns. However, the highest pollution levels in Costa Mesa are often associated with Santa Ana wind conditions that reverse the dominant wind patterns.

*Clear skies over Costa Mesa with the OC Fair & Event Center in the center and the Pacific Ocean in the background*



### **Sunlight**

The presence and intensity of sunlight is another important factor that results in the formation of smog in the Basin. Due to ultraviolet radiation from sunlight, primary pollutants (mainly reactive hydrocarbons and oxides of nitrogen) react to form secondary pollutants (e.g., oxidants). Since this process is time dependent, secondary pollutants can be formed many miles downwind from the emission sources. As a result of the prevailing daytime winds and time-delayed nature of smog, oxidant concentrations are highest in the inland areas of Southern California. However, smog can settle in the City on days with early morning easterly winds.

### **Temperature Inversions**

Temperature inversion is a reversal in the decrease of temperature as altitude increases. In most parts of the United States, air near ground level is warmer than the air above it. However, Southern California's daily summertime sunshine and high barometric pressure reverse that pattern, creating warmer air at higher elevations. As a result, temperature inversion traps pollutants by preventing cooler air from rising to the upper atmosphere. Although temperature inversion can occur throughout the year, the summer months of July, August, and September generally account for higher occurrences of this phenomenon.

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### Ambient Air Quality Standards

Ambient air quality standards are the levels of air pollutant concentration considered “safe” with regard to public health and welfare. The federal Clean Air Act (CAA) establishes the framework for regulating national air quality standards and the means to achieve them. The United States Environmental Protection Agency (U.S. EPA) is responsible for enforcing the Federal CAA and for establishing the National Ambient Air Quality Standards (NAAQS). California has adopted more stringent regulations under the California CAA, which are administered by the California Air Resources Board (CARB).

The CARB, which is part of the California Environmental Protection Agency, is responsible for meeting the State requirements of the federal CAA, administering the California CAA, and establishing the California Ambient Air Quality Standards (CAAQS). Both State and federal ambient air quality standards have been established for the following six pollutants: ozone ( $O_3$ ), particulate matter ( $PM_{10}$  and  $PM_{2.5}$ ), carbon monoxide (CO), nitrogen dioxide ( $NO_2$ ), sulfur dioxide ( $SO_2$ ), and lead (Pb). The CAAQS generally are more stringent than the corresponding federal standards and incorporate additional standards for sulfates, hydrogen sulfide, vinyl chloride, and visibility reducing particles.

**Ozone ( $O_3$ )**, a key ingredient of smog, is a highly reactive and unstable gas capable of damaging the linings of the respiratory tract. This pollutant forms in the atmosphere through complex reactions between chemicals directly emitted from vehicles, industrial plants, and many other sources.

**$PM_{2.5}$  and  $PM_{10}$**  are particles that easily penetrate into the airways and lungs where they may produce harmful health effects such as the worsening of heart and lung diseases. The risk of these health effects is greatest in the elderly and the very young. Exposure to elevated concentrations of PM is also associated with increased hospital and doctor visits and increased numbers of premature deaths.

**Carbon monoxide (CO)** is a colorless, odorless gas. It results from the incomplete combustion of carbon-containing fuels such as gasoline or wood, and is emitted by a wide variety of combustion sources.

**Nitrogen dioxide ( $NO_2$ )** is a reactive, oxidizing gas capable of damaging cells lining the respiratory tract. This pollutant is also an essential ingredient in the formation of ground-level ozone pollution.  $NO_2$  is one of the nitrogen oxides

emitted from high-temperature combustion processes, such as those occurring in trucks, cars, and power plants. In the presence of sunlight, complex reactions of nitrogen oxides with ozone and other air pollutants produce the majority of  $\text{NO}_2$  in the atmosphere. Indoors, home heaters and gas stoves also produce substantial amounts of  $\text{NO}_2$ .

**Sulfur dioxide ( $\text{SO}_2$ )** is a gaseous compound of sulfur and oxygen.  $\text{SO}_2$  is formed when sulfur-containing fuel is burned by mobile sources, such as locomotives, ships, and off-road diesel equipment.

**Lead (Pb)** is a relatively soft and chemically resistant metal. Lead forms compounds with both organic and inorganic substances. As an air pollutant, lead is present in small particles. Sources of lead emissions in California include a variety of industrial activities. Because it was emitted in large amounts from vehicles when leaded gasoline was used, lead is present in many soils (especially urban soils) and can be reintroduced into the air by grading activities.

**Sulfates ( $\text{SO}_4$ )** are the fully oxidized ionic form of sulfur. Sulfates occur in combination with metal and/or hydrogen ions. In California, emissions of sulfur compounds occur primarily from the combustion of petroleum-derived fuels (e.g., gasoline and diesel fuel) that contain sulfur. This sulfur is oxidized to sulfur dioxide ( $\text{SO}_2$ ) during the combustion process and subsequently converted to sulfate compounds in the atmosphere. The conversion of  $\text{SO}_2$  to sulfates takes place comparatively rapidly and completely in urban areas of California due to regional meteorological features.

**Hydrogen sulfide ( $\text{H}_2\text{S}$ )** is a colorless gas with the odor of rotten eggs. It is formed during bacterial decomposition of sulfur-containing organic substances. Also, hydrogen sulfide can be present in sewer gas and some natural gas, and can be emitted as the result of geothermal energy exploitation.

**Vinyl chloride (chloroethene)**, a chlorinated hydrocarbon, is a colorless gas with a mild, sweet odor. Vinyl chloride largely is used to make polyvinyl chloride (PVC) plastic and vinyl products. Vinyl chloride has been detected near landfills, sewage plants, and hazardous waste sites due to microbial breakdown of chlorinated solvents.

Visibility-reducing particles consist of suspended particulate matter, which is a complex mixture of tiny particles that consists of dry solid fragments, solid cores

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with liquid coatings, and small droplets of liquid. These particles vary greatly in shape, size and chemical composition, and can be made up of many different materials such as metals, soot, soil, dust, and salt.

Areas that do not violate ambient air quality standards are considered to have attained the standards. Violations of ambient air quality standards are based on air pollutant monitoring data and are judged for each air pollutant.

The clean air effort still has a long way to go. In 2005, the federal one-hour ozone standard was replaced by a stricter eight-hour standard that was further strengthened in 2008. Even though air quality continues to improve in South Coast Air Basin, pollutant levels in the Basin persistently exceed the federal eight-hour standard for ozone almost one-third of the year. Due to tougher federal air quality standards for particulates and ozone issued in 2006 and 2008, the South Coast Air Quality Management District (SCAQMD) estimates it will take until at least 2020 to meet the 24-hour average particulate standard and until 2030 to meet the eight-hour ozone standard. The status of attainment for the criteria pollutants discussed above for the Basin in year 2014 is presented in Table CON-4.

**Table CON-4: Air Basin Attainment Status**

Pollutant	Federal	State
O <sub>3</sub> (1-hr)	--	Nonattainment
O <sub>3</sub> (8-hr)	Nonattainment	Nonattainment
PM <sub>10</sub>	Attainment	Nonattainment
PM <sub>2.5</sub>	Nonattainment	Nonattainment
CO	Attainment	Attainment
NO <sub>2</sub>	Attainment	Nonattainment
SO <sub>2</sub>	Attainment	Attainment
Pb	Nonattainment	Nonattainment
VRP	--	Unclassified
SO <sub>4</sub>	--	Attainment
H <sub>2</sub> S	--	Unclassified

*Source: California Air Resources Board 2014*

Regional air quality is regulated by the SCAQMD. SCAQMD tests and regulates stationary sources such as refineries and heavy industry, monitors regional air pollutant levels, develops air quality control strategies, and conducts public awareness programs. SCAQMD continuously monitors air quality at numerous locations throughout the four-county area. Costa Mesa is located within Source Receptor Area 18.

### *Climate Change*

Global climate change is an increasingly acknowledged environmental problem caused as greenhouse gases (GHGs) are released into the atmosphere faster than the Earth's natural systems can re-absorb them. The primary GHGs emitted into the atmosphere are carbon dioxide (CO<sub>2</sub>), methane (CH<sub>4</sub>), nitrous oxide (N<sub>2</sub>O), hydrofluorocarbons (HFCs), perfluorocarbons (PFCs), sulfur hexafluoride (SF<sub>6</sub>), and nitrogen trifluoride (NF<sub>3</sub>). Collectively, these gases trap heat in the atmosphere and intensify the natural greenhouse effect, thus causing the global average surface temperature to rise, which in turn affects global climate patterns. Other compounds—including some aerosols—can also have a strong heat-forcing effect on the atmosphere. This includes black carbon, which consists of microscopic particles emitted from the incomplete combustion of biomass and fossil fuels.

In response to these concerns, California enacted AB 32, the California Global Warming Solutions Act of 2006. The law seeks to reverse climate change through a comprehensive program reducing GHG emissions for virtually all sources statewide. AB 32 requires CARB to develop regulations and market mechanisms to achieve technologically feasible and cost-effective measures that will reduce emissions to 1990 levels by 2020—a 25 percent reduction statewide. In 2008, CARB approved a comprehensive plan “Scoping Plan” which is to be updated every five years. The first update was approved in 2014.

Senate Bill (SB) 375, the Sustainable Communities and Climate Protection Act of 2008, provides key support to achieve the goals of AB 32. SB 375 is intended to encourage regional planning that integrates land use and transportation policy in a way that reduces GHG emissions from passenger vehicles. This legislation endeavors to control the emissions by curbing sprawl (the unplanned, uncontrolled spread of urban development). The legislation encourages compact development patterns that reduce the need to drive, thereby reducing air pollution from car exhaust, conserving water, and protecting habitat, among

## **Conservation Element**

other benefits. To achieve these goals, this law is designed to align regional land use, housing, and transportation plans with greenhouse gas reduction targets for 2020 and 2035.

The City recognizes the importance of reducing greenhouse gas emissions, enhancing our environment and economic sustainability, and preserving a high quality of life and safety for generations to come. Many actions undertaken by the City directly or indirectly improve air quality. These include implementing the Build Green Incentive Program, pursuing mixed-use development and live-work housing that will reduce vehicle miles traveled, implementing energy efficiency programs, supporting transit use, developing bicycle routes and trails, minimizing landfill waste, and supporting the use of alternative fuel vehicles in the City's fleet and in the community. Considering air quality issues in the decision-making process will ensure that new development minimizes new emissions.

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### *Key Atmosphere and Climate Condition Issues*

#### **Air Pollution**

Breathing polluted air can cause eye irritation and nose burn, and long-term effects including chronic respiratory ailments. Air pollution can irritate throats and make breathing difficult. In fact, pollutants like tiny airborne particles and ground level ozone can trigger respiratory problems, especially for people with asthma. Air pollution can also be damaging to the natural environment by impacting trees, plants, water bodies, and wildlife.

#### **Greenhouse Gases**

Within Costa Mesa, as in most urban areas, fossil fuels are the number one source of energy consumed by residents, government, industry, and commercial activities, thus leading to increase in greenhouse gases. Vehicles are the single largest consumer of fossil fuels, followed by buildings that use large amounts of energy for heating and cooling. These activities have contributed to the elevated concentration of greenhouse gases in the atmosphere, in turn is causing the Earth's temperature to rise. A warmer Earth may lead to changes in rainfall patterns, smaller polar ice caps, a rise in sea level, and a wide range of impacts on plants, wildlife, and humans.

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## Goals, Objectives, and Policies

The following goals, objectives, and policies mandate or encourage specific actions the City, residents, the business community, and local institutions will pursue to achieve objectives relative to resource conservation.

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### **Goal CON-1: Preserved and Restored Natural Coastal Habitat and Landforms**

It is the goal of the City of Costa Mesa to provide residents with a high-quality environment through the conservation of resources, including land, water, wildlife, and vegetation; and protection of areas of unique natural beauty.

**Objective CON-1:** *Evaluate existing biotic resources and preserve them in ecologically viable and natural conditions, where possible; and/or restore and integrate these resources into the urban environment, where feasible.*

#### **Habitat and Biological Resources Protection and Restoration**

**Policy CON-1.A:** Natural habitat is essential to ensuring biodiversity and protecting sensitive biological resources. Protect these areas and consult with the California Department of Fish and Wildlife, Orange County Water District, Orange County Parks, and other regional agencies to identify areas for special protection, and establish appropriate protection measures for these areas.

**Policy CON-1.B:** Contribute to regional biodiversity and the preservation of rare, unique, and sensitive biological resources by maintaining functional wildlife corridors and habitat linkages.

**Policy CON-1.C:** Coordinate with the United States Fish and Wildlife service, the California Department of Fish and Wildlife, and other regulatory agencies to mitigate project impacts affecting open and natural spaces.

**Policy CON-1.D:** Promote and protect native plant species within Fairview Park, and remove and control the spread of invasive species, including plants, animals, and fungi.

## Conservation Element

- Policy CON-2.E:** Ensure that all future development is reviewed with regard to protecting natural topography and bluffs to preserve and enhance Costa Mesa’s natural beauty.
- Policy CON-2.F:** Minimize soil depletion and erosion in development projects. Prevent erosion caused by construction activities, and encourage preservation of natural vegetation and topography.

### Access to Large-Scale Natural Areas

- Policy CON-2.G:** Improve access to large-scale natural areas in the City. These areas should be open for controlled access to improve public enjoyment. Access should be limited where natural habitat is extremely sensitive. Work with transit agencies to improve connections and access to open space and recreation facilities from all Costa Mesa neighborhoods.
- Policy CON-2.H:** Require the provision of adequate visitor-serving on-site parking facilities that do no impact sensitive resources within the Coastal Zone.
- Policy CON-2.I:** Coordinate the development of plans, policies, and design standards for projects within the Coastal Zone with appropriate local, regional, and federal agencies.

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## Goal CON-2: Conserved Natural Resources through Environmental Sustainability

Reduce the City’s carbon footprints and manage resources wisely to meet the needs of a growing population and economy. Base community planning decisions on sustainable practices that reduce environmental pollutants, conserve resources, and minimize waste. Encourage the design of energy-efficient buildings, use renewable energy, and promote alternative methods of transportation.

**Objective CON-2:** *Work to conserve energy resources in existing and new buildings, utilities, and infrastructure.*

### Energy Efficiency and Conservation

- Policy CON-2.A:** Promote efficient use of energy and conservation of available resources in the design, construction, maintenance,

and operation of public and private facilities, infrastructure, and equipment.

**Policy CON-2.B:** Consult with regional agencies and utility companies to pursue energy efficiency goals. Expand renewable energy strategies to reach zero net energy for both residential and commercial new construction.

**Policy CON-2.C:** Continue to develop partnerships with participating jurisdictions to promote energy efficiency, energy conservation, and renewable energy resource development by leveraging the abilities of local governments to strengthen and reinforce the capacity of energy efficiency efforts.

**Policy CON-2.D:** Encourage new development to take advantage of Costa Mesa’s optimal climate in the warming and cooling of buildings, including use of heating, ventilation and air conditioning (HVAC) systems.

### **Green Building Sustainable Development Practices**

**Policy CON-2.E:** Promote environmentally sustainable development principles for buildings, master planned communities, neighborhoods, and infrastructure.

**Policy CON-2.F:** Encourage construction and building development practices that reduce resource expenditures throughout the lifecycle of a structure.

**Policy CON-2.G:** Continue to require all City facilities and services to incorporate energy and resource conservation standards and practices and the new municipal facilities be built within the LEED Gold standards or equivalent.

**Policy CON-2.H:** Continue City green initiatives in purchases, equipment, and agreements that favor sustainable products and practices.

### **Solid Waste Reduction and Recycling**

**Policy CON-2.J:** Encourage waste management programs that promote waste reduction and recycling to minimize materials sent to landfills. Maintain robust programs encourage residents and businesses to reduce, reuse, recycle, and compost.

**Policy CON-2.K:** Support waste management practices that provide recycling programs. Promote organic recycling, landfill diversion, zero waste goals, proper hazardous waste collections, composting, and the continuance of recycling centers.

## Conservation Element

**Policy CON-2.L:** Continue construction and demolition programs that require recycling and minimize waste in haul trips.

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### **Goal CON-3: Improved Water Supply and Quality**

Pursue a multijurisdictional approach to protecting, maintaining, and improving water quality and the overall health of the watershed. A comprehensive, integrated approach will ensure compliance with federal and State standards, and will address a range of interconnected priorities, including water quality and runoff; stormwater capture, storage and flood management techniques that focus on natural drainage; natural filtration and groundwater recharge through green infrastructure and habitat restoration; and water recycling and conservation.

**Objective CON-3:** *Work towards the protection and conservation of existing and future water resources by recognizing water as a limited resource that requires conservation.*

#### **Water Supply**

**Policy CON-3.B:** Continue to consult with local water districts and the Orange County Water District to ensure reliable, adequate, and high-quality sources of water supply at a reasonable cost.

#### **Water Conservation**

**Policy CON-3.C:** Encourage residents, public facilities, businesses, and industry to minimize water consumption, especially during drought years.

**Policy CON-3.D:** Restrict use of turf in new construction and landscape reinstallation that requires high irrigation demands, except for area parks and schools, and encourage the use of drought-tolerant landscaping.

#### **Water Recycling**

**Policy CON-3.E:** Consult with local water districts and the Orange County Water District to advance water recycling program for new and existing developments, including the use of treated wastewater to irrigate parks, golf courses, roadway landscaping, and other intensive irrigation consumers.

**Water Quality and Urban Runoff**

- Policy CON-3.F:** Work with public and private property owners to reduce stormwater runoff in urban areas to protect water quality in storm drainage channels, Santa Ana River, and other local water courses that lead to the Pacific Ocean.
- Policy CON-3.G:** Continue to develop strategies to promote stormwater management techniques and storm drain diversion programs that collectively and naturally filter urban runoff.
- Policy CON-3.H:** Continue to comply with the National Pollutant Discharge Elimination System Program (NPDES) by participating in the Countywide Drainage Area Management Plan (DAMP), which stipulates water quality requirements for minimizing urban runoff and discharge from new development and requires the provisions of applicable Best Management Practices (BMP).
- Policy CON-3.I:** Require all applicable development project be reviewed with regards to requirements of on-site Water Quality Management Plan and State requirements for runoff and obtaining a Storm Water Pollution Prevention Plan (SWPPP) permit.

**Municipal Sewer System**

- Policy CON-3.K:** Continue to consult with the Costa Mesa Sanitation District and the Orange County Sanitation District to modernize wastewater treatment facilities to avoid overflows of untreated sewage.

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**Goal CON-4: Improved Air Quality**

Take steps to improve and maintain air quality for the benefit of the health and vitality of residents and the local economy. In alignment with State emissions reduction goals and in cooperation with the South Coast Air Quality Management District, pursue regional collaboration to reduce emissions from all sources.

## **Conservation Element**

***Objective CON-4.A: Pursue the prevention of the significant deterioration of local and regional air quality.***

### **Air Quality**

- Policy CON-4.A:** Support regional policies and efforts that improve air quality to protect human and environmental health, and minimize disproportionate impacts on sensitive population groups.
- Policy CON-4.B:** Encourage businesses, industries and residents to reduce the impact of direct, indirect, and cumulative impacts of stationary and non-stationary pollution sources.
- Policy CON-4.C:** Require that sensitive uses such as schools, childcare centers, parks and playgrounds, housing, and community gathering places are protected from adverse impacts of emissions.
- Policy CON-4.D:** Continue to participate in regional planning efforts with the Southern California Association of Governments, nearby jurisdictions, and the South Coast Air Quality Management District to meet or exceed air quality standards.

### **Climate Change**

- Policy CON-4.E:** Encourage compact development, infill development, and a mix of uses that are in proximity to transit, pedestrian, and bicycling infrastructures.
- Policy CON-4.F:** Enhance bicycling and walking infrastructure, and support public bus service, pursuant to the Circulation Element's goals, objectives, and policies.
- Policy CON-4.H:** Encourage installation of renewable energy devices for businesses and facilities and strive to reduce community-wide energy consumption.
- Policy CON-4.I:** Develop long-term, communitywide strategies and programs that work at the local level to reduce greenhouse gases and Costa Mesa's "carbon footprint".



*17<sup>th</sup> Street and Superior Avenue*

## Chapter 7: Noise Element

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### Introduction

Costa Mesa residents enjoy the diversity of their neighborhoods. With the pleasant, ocean-influenced climate, they find many reasons to spend ourdoors~~be outside~~. ~~They expect the outdoor environment to free of conditions that might diminish the experience of neighborhood life, including excessive noise.~~ While some level of noise is part of the urban environment—with noise conditions varying depending upon the type and density of development—residents desire to keep Costa Mesa a relatively quiet place. This Noise Element establishes goals focused on creating a local noise environment that contributes to positive community health and minimizes exposure of residents to adverse noise conditions.

Federal and State statutes define noise to be an environmental pollutant that can affect the quality of life and human health by causing annoyance and disrupting everyday activities. Many laws are in place to protect people from excessive noise at their workplaces and in their homes. In Costa Mesa, significant noise sources include I-405, SR-73 and SR-55; major arterials such

## Noise Element

as Harbor Boulevard and 17<sup>th</sup> Street; the Orange County Fairgrounds and Pacific Amphitheater; John Wayne Airport; and the activities of local industrial businesses. While the City does not have jurisdiction to control how most of these noise sources affects the community, it can direct land use policy and work with responsible agencies to minimize noise impacts on residents.

## Purpose

The purpose of the Noise Element is to identify noise sources in Costa Mesa and define strategies for reducing the negative impact of noise on the community. The Noise Element identifies maps baseline and projected noise levels so that this information can guide future land use decisions in a manner that limit noises and its effects on the community.

## Legal Requirement

State Law (Section 65302[f] of the California Government Code) requires that general plans include a Noise Element that identifies and appraises noise problems in the community. The Noise Element follows the revised State guidelines in Section 46050.1 of the Health and Safety Code that require the Element analyze and quantify—to the extent practical—baseline and projected noise levels for the following sources:

- Highways and freeways
- Primary arterials and major local streets
- Passenger and freight on-line railroad operations and ground rapid transit systems
- Commercial, general aviation, heliport, helistop, military airport operations, aircraft overflights, jet engine test stands, and all other ground facilities and maintenance functions related to airport operation
- Local industrial plants, including, but not limited to, railroad classification yards
- Other ground stationary noise sources identified by local agencies as contributing to the community noise environment

State law is fairly specific as to how local noise conditions are presented. The 24-hour noise environment typically is expressed in terms of noise contour maps, which display average noise levels over a 24-hour period. They resemble topographic maps, which illustrate varying ground elevations. The

noise contour maps indicate an aggregation of noise from all sources, and state the noise levels in terms of Community Noise Equivalent Level (CNEL) or Day-Night Average Level ( $L_{dn}$ ); these terms are described below. The noise contours establish a guide for establishing a pattern of land uses in the Land Use Element to minimize exposure of residents to excessive noise. State law specifies that the Noise Element is to include implementation measures to address existing and foreseeable noise problems and importantly, to serve as a guideline for compliance with the State's noise insulation standards.

## Noise Metrics

Noise—in its most simplistic terms—is defined as unwanted sound. While sound can be defined easily using scientific standards, noise has qualities that require more complex treatment. Sound is measured and expressed by decibels (dB), with an adjustment referred to as the A-weighted measure (dBA) to correct for the relative frequency response of the human ear. Decibels are measured on a logarithmic scale, representing points on a sharply rising curve. For example, a sound level of 10 decibels is 10 times more intense than one decibel, 20 decibels represent a noise 100 times more intense, and 30 decibels reflects a condition 1,000 times more intense. A sound as soft as human breathing is about 10 times greater than a zero decibel level.

The decibel system of measuring sound gives a rough connection between the physical intensity of sound and its perceived loudness to the human ear. A 10-decibel increase is perceived by the human ear as only doubling of the loudness. Ambient sounds in the urban environment generally range from 30 dBA (very quiet) to 100 dBA (very loud), as indicated in Table N-1: *Typical Sound Levels*.

Because people generally are more sensitive to noise intrusions during the evening and night hours, State law requires, for planning purposes, use of such metrics as the CNEL or  $L_{dn}$ . These metrics add an artificial decibel increment to quiet time noise levels in a 24-hour noise descriptor to account for increased sensitivity during late hours. The CNEL descriptor requires that an artificial increment of five dBA be added to the actual noise level for the hours from 7:00 A.M. to 10:00 P.M., and 10 dBA for the 10:00 P.M. to 7:00 A.M. period. The  $L_{dn}$  descriptor uses the same methodology, except that no artificial increment is added to the hours between 7:00 A.M. and 10:00 P.M.

**Table N-1: Typical Sound Levels**

Common Outdoor Activities	Noise Level (dBA)	Common Indoor Activities
Threshold of Pain	140	
Near jet engine	130	
Jet Fly-over at 1,000 feet	110	Rock band
Loud auto horn	100	
Gas lawnmower at 3 feet	90	
Diesel truck at 50 feet at 50 mph	80	Food blender at 3 feet
Noisy urban area during daytime	70	Vacuum cleaner at 10 feet
Heavy traffic at 300 feet	60	Normal speech at 3 feet
Quiet urban area during daytime	50	Large business office
Quiet urban area during nighttime	40	Theater, large conference room (background)
Quiet suburban area during nighttime	30	Library
Quiet rural area during nighttime	20	Bedroom at night, concert hall (background)
	10	Broadcast/recording studio
Lowest threshold of human hearing	0	Lowest threshold of human hearing

Both descriptors yield roughly the same 24-hour level, with the CNEL being only slightly more restrictive (that is, higher).

The discussion of noise requires the use of a number of technical terms. Some of the key noise-related terms used in this element include:

- **Decibel (dB).** A decibel is a unit of measurement which indicates the relative amplitude of a sound. The zero on the decibel scale is based on the lowest sound level that the healthy, unimpaired human ear can detect. Sound levels in decibels are calculated on a logarithmic basis. Each 10 decibel increase in sound level is perceived as

approximately a doubling of loudness over a fairly wide range of intensities.

- **A-weighted sound level (dBA).** The A-weighted sound level is the most common method to characterize sound in California. This scale gives greater weight to the frequencies of sound to which the human ear is most sensitive. All sound levels in this chapter are A-weighted, unless reported otherwise.
- **Community Noise Equivalent Level (CNEL).** CNEL is the energy average of the A-weighted sound levels occurring during a 24-hour period, with 10 dB added to the A-weighted sound levels occurring between 10:00 P.M. and 7:00 A.M. and five dB added to the A-weighted sound levels occurring between 7:00 P.M. and 10:00 P.M.
- **Energy-equivalent sound/noise level ( $L_{eq}$ ).**  $L_{eq}$  describes the average level that has the same acoustical energy as the summation of all the time-varying events. This descriptor is useful because sound levels can vary markedly over a short period of time. The most common averaging period for  $L_{eq}$  is hourly, but it can be of any duration.
- **Day/night average sound level ( $L_{dn}$ ).**  $L_{dn}$  is a measure over a 24-hour period at a given location, with a 10 dB added to the A-weighted sound levels occurring between 10:00 P.M. and 7:00 A.M.

## Noise Standards

While primary responsibility for control of noise rests with State and local governments, the United States Noise Control Act of 1972 and the Quiet Community Act of 1978 recognized the role of the federal government in addressing major commercial noise sources to provide uniform treatment of such sources. The federal government specifically preempts local control of noise emissions from aircraft, railroad, and interstate highways.

The State of California's noise insulation standards are codified in the California Code of Regulations, Title 24, Building Standards Administrative Code, Part 2, California Building Code. These noise standards apply to new construction for providing suitable interior noise environments. The regulations specify that acoustical studies must be prepared when noise-sensitive structures, such as residential buildings, schools, or hospitals, are located near major transportation noise sources, and where such noise

## Noise Element

sources create an exterior noise level of 60 dBA CNEL or higher. Acoustical studies that accompany building plans must demonstrate that structures have been designed to limit interior noise in habitable rooms to acceptable noise levels. For new residential buildings, schools, and hospitals, the acceptable interior noise limit for new construction is 45 dBA CNEL.

Costa Mesa has a comprehensive Noise Ordinance within the Municipal Code (Chapter XIII-Noise Control) that sets standards for noise levels citywide and provides the means to enforce the reduction of offensive noises. The noise standards in Table N-2: *Residential Exterior and Interior Standards*, apply to both indoor and outdoor residential areas. Between the hours of 11:00 P.M. and 7:00 A.M., the noise standards are five dBA more stringent for exterior areas and 10 dBA more stringent for indoor areas. The Noise Ordinance further specifies that residential exterior residential areas such as private balconies, roof decks, and internal courtyards in a Mixed-Use Overlay District for live/work and multi-family residential development that are approved pursuant to a Master Plan, and subject to the land use regulations of an Urban Plan are exempt from the residential exterior noise standards. Similar exemption also applies to high-rise residential development in the North Costa Mesa Specific Plan.

**Table N-2: Residential Exterior and Interior Standards**

Exterior Noise Standards	Interior Noise Standards
55 dBA: 7:00 A.M. to 11:00 P.M.	55 dBA: 7:00 A.M. to 11:00 P.M.
50 dBA: 11:00 P.M. to 7:00 A.M.	45 dBA: 11:00 P.M. to 7:00 A.M.

*Note:* These represent the basic standards applicable for time periods exceeding 15 minutes each hour. Higher levels may be generated for specified shorter time periods.

*Source:* Costa Mesa Zoning Code, Chapter XIII

### *Noise Conditions and Compatibility Standards*

Two types of noise sources are considered in the community noise inventory: mobile sources and stationary sources. Mobile noise sources refer to cars, trucks, motorcycles, buses, aircraft, and trains. Stationary sources include industrial and construction activities (including truck loading), playgrounds, outdoor sports facilities, landscape maintenance equipment, construction

activities, and the typical sounds heard in a residential neighborhood (power tools, barking dogs, etc.).

Table N-3: *Noise and Land Use Compatibility Matrix* presents the guidelines promulgated by federal and State agencies, modified to meet local conditions and Costa Mesa’s needs. This table represents the primary tool the City will use to ensure integrated planning compatibility between land uses and outdoor noise.

Costa Mesa’s noise environment is dominated by vehicular traffic and aircraft operations at John Wayne Airport. To provide a description of the baseline 2015 noise environment in Costa Mesa, noise contours were obtained from the Orange County Airport Land Use Commission and quantified for highway and local street traffic.

### *Vehicular Noise*

Traffic noise levels can be reliably predicted using formulas that take into account traffic volume, speed, and the percentage of trucks. Baseline 2015 noise contours were calculated for all the City’s primary and major arterials, as well as the three freeways (I-405, SR-55, SR-73) that traverse the City. In addition, a number of secondary and commuter streets were modeled. Noise generation for each roadway segment was calculated, and the distance to the 60, 65, and 70 dBA CNEL contours was determined. (A noise contour is a line behind which the noise level does not exceed a certain value. For instance, the 60 dBA CNEL contour indicates that the CNEL between the street and the contour line is equal to, or greater than 60 dB; the CNEL beyond the contour line—away from the street—is less than 60 dB).

**Table N-3: Noise and Land Use Compatibility Matrix**

Land Use Category	Community Noise Exposure Ldn or CNEL, dBA			
	Normally Acceptable	Conditionally Acceptable	Normally Unacceptable	Clearly Unacceptable
Residential: Low-Density	50-60	60-70	70-75	≥75
Residential: Multiple Family	50-65	65-70	70-75	≥75
Mixed use	50-65	65-70	70-75	≥75
Transient Lodging-Motel, Hotels	50-65	65-70	70-80	≥80
Schools, Libraries, Churches, Hospitals, Nursing Homes	50-60	60-65	65-80	≥80
Auditoriums, Concert Halls, Amphitheaters	NA	50-70	NA	≥80
Sports Arenas, Outdoor Spectator Sports	NA	50-75	NA	≥80
Playgrounds, Neighborhood Parks	50-67.5	NA	67.5-75	≥75
Golf Courses, Riding Stables, Water Recreation, Cemeteries	50-70	NA	70-80	≥80
Office Buildings, Business Commercial and Professional	50-67.5	67.5-77.5	77.5-85	≥85 unless appropriately insulated
Industrial, Manufacturing, Utilities, Agriculture	50-70	70-80	80-85	NA

Notes:

**Normally Acceptable.** Specified land use is satisfactory, based upon the assumption that any buildings involved are of normal conventional construction, without any special noise insulation requirements.

**Conditionally Acceptable.** New construction or development should be undertaken only after a detailed analysis of the noise reduction requirements is made and needed noise insulation features included in the design. Conventional construction but with closed windows and fresh air supply systems or air conditioning will normally suffice.

**Normally Unacceptable.** New Construction or development should be discouraged. If new construction or development does proceed, a detailed analysis of the noise reduction requirements must be made and needed noise insulation features included in the design.

**Clearly Unacceptable.** New construction or development should generally not be undertaken.

NA: Not Applicable

Source: Modified from U.S. Department of Housing and Urban Development Guidelines and State of California Standards.

## *Aircraft Noise*

The California Department of Transportation (Caltrans) has established guidelines in the California State Noise Standard to control residential area noise levels produced by aircraft operations that use the State's airports. Under these guidelines, residential noise sensitive areas exposed to an average CNEL of greater than the 65 dBA define the noise impact area.

### **John Wayne Airport**

John Wayne Airport, operated by the County of Orange, abuts industrial and commercial properties at the northeast corner of Costa Mesa. A small portion of Costa Mesa lies within the 65 dBA CNEL contour of John Wayne Airport. The northeast corner of Costa Mesa is impacted by noise from the airport. However, the majority of this area is developed with industrial uses. Approximately 107 dwelling units within the City's sphere of influence lie within the 65 dBA CNEL noise impact area south of the runway.

Noise contours resulting from operations at John Wayne Airport, indicated on Figure N-1, *John Wayne Airport Noise Contours*, are those on file with the County of Orange Office of Noise Abatement and the Orange County Airport Land Use Commission (ALUC).

The 2008 *Airport Environs Land Use Plan* (AELUP) adopted by the Airport Land Use Commission specifies acceptable uses proximate to the airport. These are defined as uses that will not subject people to adverse noise impacts. John Wayne Airport, primarily through the General Aviation Noise Ordinance (GANO), has on-going programs of noise reduction that include limits on the number of commercial airline flights, noise abatement arrival and departure procedures, admonishment of noisy operators (including private aircraft), curfew, and take-off weight limitations.

The Orange County Board of Supervisors approved a master plan for the airport in February, 1985. Settlement of lawsuits concerning airport expansion was reached in December 1985 between the County, City of Newport Beach, and two community organizations. In 2003, the settlement agreement was amended which extended the agreement until 2015, allowed an increase in passengers served from 8.4 million annual passengers to 10.8 million annual passengers, allowed an increase in regular Class A flights to 85 average daily departures, and allowed facility improvements.

In 2014, the Board of Supervisors authorized an increase in operational capacity and extended the terms of the settlement agreement through

## **Noise Element**

December 31, 2030, with no change to curfew until December 31, 2035. Additionally, beginning on January 1, 2021, the approval allows a gradual increase in passenger count from 8.4 million average passengers to 11.8 million average passengers and 95 average daily departures. Further, on January 1, 2026, the number passengers would again be able to increase, up to 12.5 million average passengers, depending upon the actual service levels in the preceding five years.

Despite the increase in air traffic from John Wayne Airport, the ultimate CNEL noise contours are considerably less than the noise contour contained in the 2008 AELUP due updated technology creating quieter fleets of commercial aircrafts.

### **Helicopter Services**

The City of Costa Mesa contracts with Huntington Beach for police helicopter services on a case-by-case basis. Depending on altitude and speed, noise levels generated by the craft under normal conditions range from 61 to 65 dBA. As of 2015, four heliports were located in Costa Mesa at the following locations:

- Costa Mesa Police Department, 99 Fair Drive
- Former Los Angeles Times building, 1375 West Sunflower Avenue
- South Coast Metro Center, 555 Anton Boulevard
- Tridair Helicopter, 3000 Airway Avenue

The *AELUP for Heliports* establishes regulations and restrictions for the siting of heliports/helipads. The purpose of the *AELUP for Heliports* is to protect the public from the adverse effects of aircraft noise by ensuring that heliports/helipads are sited in areas of compatible land use. The City regulates the siting of helipads through a conditional use permit. The City requires an analysis to identify potential noise impacts and the City may regulate the hours of operation and arrival, departure/arrival routes, and type of helicopters which may use the heliport in order to minimize impacts to sensitive land uses. Heliports and helistops must comply with the all conditions of approval imposed or recommended by the Federal Aviation Administration, Orange County ALUC, and Caltrans/Division of Aeronautics.

### ***OC Fair & Event Center***

The OC Fair & Event Center (OCFEC) has existed at its location across from the Civic Center for over 65 years and has become a year-round exhibition, conference, and event center. The primary function of the OCFEC is to host

the annual summer fair, which includes rides, exhibits, theater, the centennial farm area, equestrian center, and amphitheater for concerts. Over 1.3 million people attend the fair during its summer run.

Several noise sources exist within the fairgrounds property. A majority of the on-site stationary noise is due to the weekly Orange County Market Place, Farmers Market, Centennial Farm, and Food Truck Fare Wednesday, as well as annual events such as OC Home and Garden Show, Orange County Fair, and concerts at the Pacific Amphitheater. Parking lot activity during various fairground events also generates noise.

In 1980, a modified stricter Noise Ordinance for fairground operations was established in an agreement between the 32<sup>nd</sup> District Agricultural Association and the City of Costa Mesa (“1980 Settlement Agreement”). Table N-4, *Orange County Fairgrounds Modified Noise Ordinance*, applies to the activities within the Orange County Fairgrounds, with the exception of the events at the Pacific Amphitheater.

**Table N-4: Orange County Fairgrounds Modified Noise Ordinance<sup>1</sup>**

Land Use	Noise Level Not to Be Exceeded	Maximum Allowable Duration of Exceedance
Residential	50 dBA	30 min/hour
	55 dBA	15 min/hour
	60 dBA	5 min/hour
	65 dBA	1 min/hour
	70 dBA	Not for any period of time
Noise Zone	Noise Level (CNEL)	Time Period
1 and 2 Family Residential	60 dBA	7:00 a.m. to 11:00 p.m.
	50 dBA	11:00 p.m. to 7:00 a.m.
Multiple Dwelling Residential, Public Space, Commercial	60 dBA	7:00 a.m. to 11:00 p.m.
	55 dBA	11:00 p.m. to 7:00 a.m.

Note: 1. Does not apply to events at Pacific Amphitheater

Source: City of Costa Mesa Inter Office Memorandum, August 24, 2010.

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### Orange County Fair

The Orange County Fair operates for four weeks annually during the summer months. Noise sources during the fair events include a public address system, carnival rides, and several sound reinforcement systems used for concerts and carnival rides. Noise levels in the activity areas of a typical fair are in the range of 65 to 75 dBA.

### Pacific Amphitheater

The 8,200-seat Pacific Amphitheater is owned and managed by the OC Fair & Event Center and provides year-round events. Prior to 1990, noise levels generated by concert events at Pacific Amphitheater exceeded the Costa Mesa Noise Ordinance, impacting surrounding residential neighborhoods. In 1990, a permanent injunction ("1990 Order") was entered against the former operators of the Amphitheater and the order set the current noise level established in Table N-5. The order specifically stated that the City's Noise Ordinance does not apply to the Pacific Amphitheatre. The amphitheater closed in 1997, but reopened in 2003 and remains subject to the noise restrictions of the 1990 Order outlined in Table N-6.

**Table N-5: Pacific Amphitheater Court Order Current Noise Restriction (1990 Order)**

Maximum Noise Level	Time Period	Days of the Week
55 dBA	7:00 A.M. - 10:30 P.M.	Sunday-Thursday
50 dBA	10:30 P.M.- 7:00 A.M.	Sunday-Thursday
55 dBA	7:00 A.M. - 11:00 P.M.	Friday-Saturday
50 dBA	11:00 P.M.- 7:00 A.M.	Friday-Saturday

Source: City of Costa Mesa Inter Office Memorandum, August 24, 2010.

### *Stationary Noise Sources*

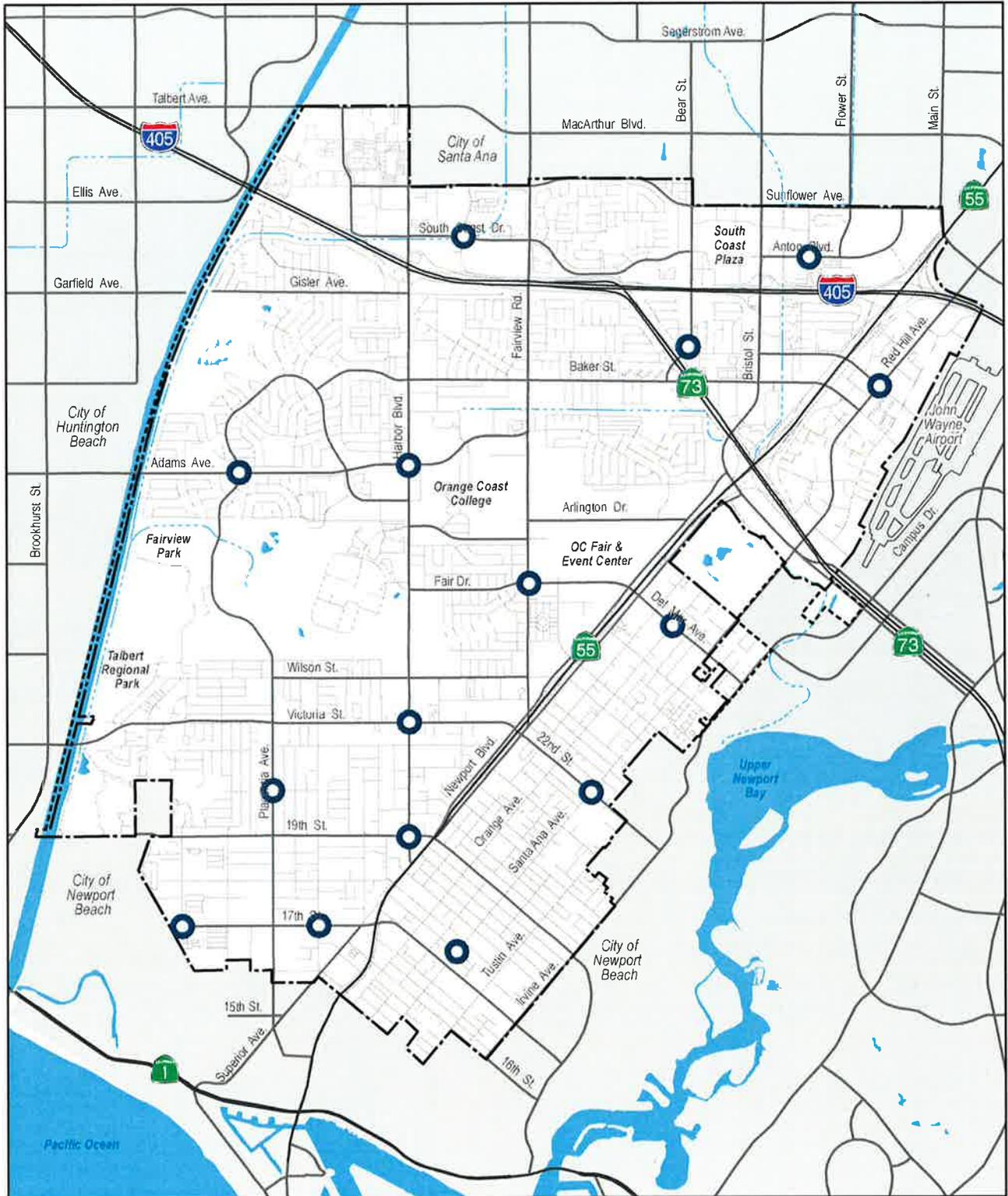
Stationary noise sources in Costa Mesa include restaurants, bars, entertainment establishments, mixed-use structures, mechanical equipment, outdoor industrial and commercial activities, and use of recreational facilities. Delivery trucks, air compressors, generators, outdoor loudspeakers, and gas venting cause the primary noise sources associated with these facilities. Other significant stationary noise sources include construction activity, street sweepers, and gas-powered leaf blowers. Residential land uses and areas identified as noise-sensitive must be protected from excessive noise from stationary sources including commercial and industrial centers. These impacts are best controlled through effective land use planning and the application of the Noise Ordinance.

### *Ambient Noise*

To describe the ambient or background noise level throughout the City, several noise measurement samples were taken in 2015. Noise sensitive land uses include schools, residences, churches, hospitals, and similar facilities. The locations included a mix of public schools, preschools (childcare centers), hospitals, convalescent homes and a senior housing development. The locations shown in Figure N-1: *Noise Monitoring Locations*, were distributed throughout the City to provide an overall understanding of the noise environment.

The noise measurement locations also functioned as noise-sensitive indicators. These noise-sensitive indicators are uses, such as schools and hospitals, that have a lower tolerance for noise than do industrial and commercial activities or normal residential uses. Noise levels measured at these locations are reported in Table N-6: *Field Noise Measurements*.

# Noise Element



**Noise Monitoring Locations**

- Noise Monitoring Locations

**City Boundaries**

- City Boundary
- Sphere of Influence

Source: City of Costa Mesa, 2015.



**Figure N-1: Noise Monitoring Locations**

**Table N-6: Field Noise Measurements – 2015 Ambient Noise Levels**

Site	Time	L <sub>eq</sub>	L <sub>max</sub>	L <sub>min</sub>	Location
1	7:12 A.M.	67.8	84.5	57.8	Northeast corner of Anton and Avenue of the Arts
2	7:45 A.M.	77.6	102.1	55.3	Southeast corner of Bear and Paularino
3	8:12 A.M.	71.5	88.5	57.6	Northeast corner of Harbor and Adams
4	8:37 A.M.	70.2	84.3	56.2	Northwest corner of Fairview and Fair
5	9:12 A.M.	66.2	82.3	55.1	Southwest corner of South Coast and Susan
6	11:07 P.M.	68.4	80.7	45.5	Northwest corner of Mesa Verde and Adams
7	11:35 P.M.	52.5	65.2	39.1	East corner of Santa Ana and 22 <sup>nd</sup>
8	7:02 A.M.	67.8	84.9	46.4	North corner of Del Mar and Orange
9	7:33 A.M.	61.5	75.1	45.5	East corner of Santa Ana and Cabrillo
10	7:55 A.M.	73.1	86.9	57.1	Northeast corner of Harbor and 19 <sup>th</sup>
11	8:21 A.M.	73.8	89.4	60.5	Northeast corner of Harbor and Victoria
12	8:47 A.M.	69.4	82.5	54.3	Northeast corner of 17 <sup>th</sup> and Pomona
13	9:11 A.M.	63.1	82.0	42.3	Northeast corner of 17 <sup>th</sup> and Whittier
14	9:43 A.M.	74.1	93.9	53.9	Northeast corner of Placentia & 20 <sup>th</sup>
15	10:24 A.M.	69.3	85.5	56.2	South corner of Red Hill and Paularino

*Note: This table displays the short-term noise measurements results that were conducted to identify the ambient noise in the City. An American National Standards Institute (ANSI Section S14 1979, Type 1) Larson Davis model LxT sound level meter was used to monitor noise levels. The noise meter was programmed to record noise levels in A-weighted form. The microphone height was set at five feet. Fifteen 15-minute daytime noise measurements were taken on Tuesday August 4, 2015, through Thursday August 6, 2015.*

*Source: MIG, 2015.*

## Citywide Noise Environment

### *Existing Noise Environment (2015)*

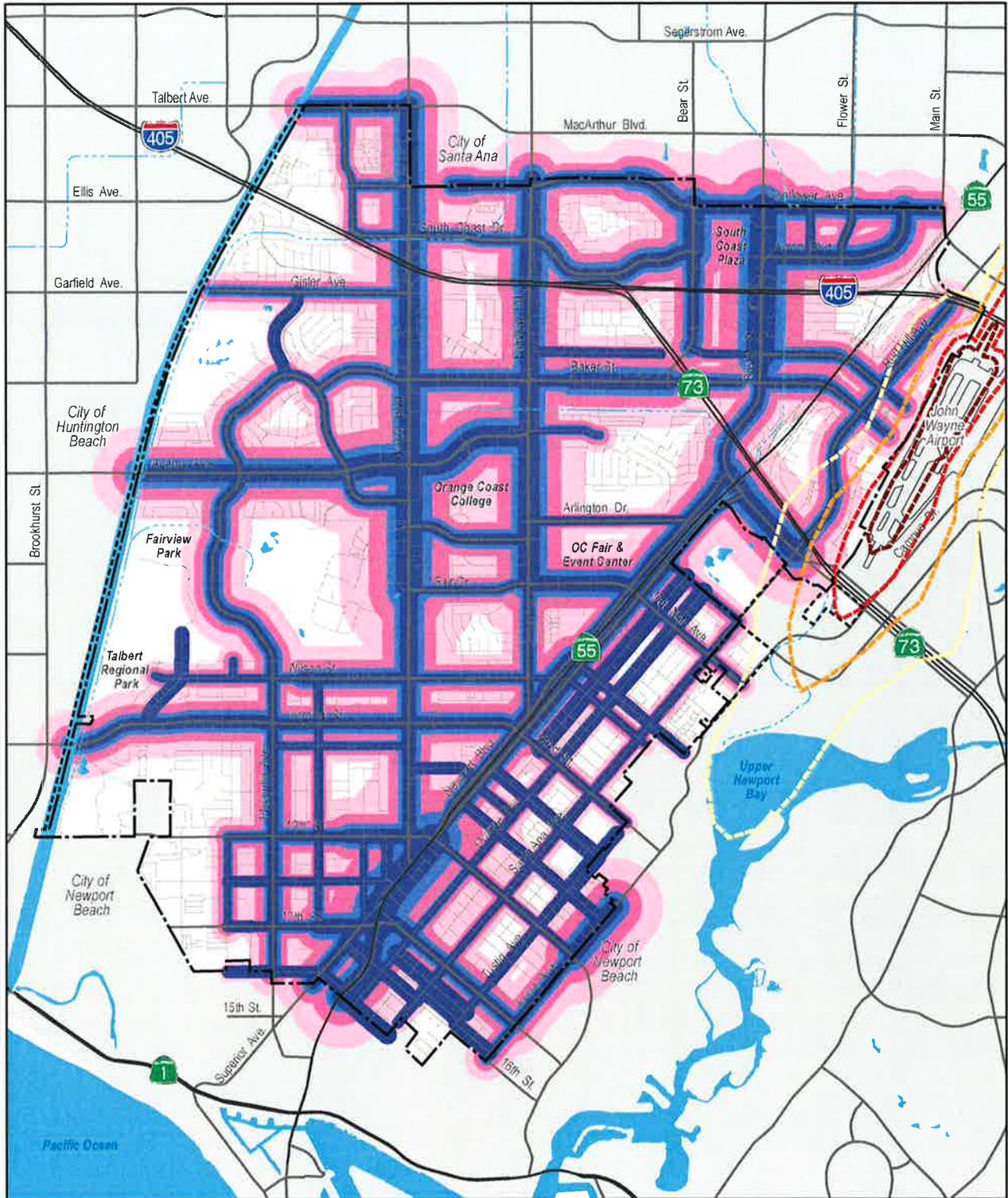
Figure N-2: *Existing Noise Contours - 2015*, illustrates the existing (2015) CNEL noise contours along many of the City's major roadways in the City. CNEL contours are found by calculating distances to the 55, 60, 65, and 70 CNEL contours. Figure N-2 also depicts John Wayne Airport's CNEL noise contours prepared in 2013.

### *Future Noise Environment (2035)*

The noise environment in Costa Mesa is not expected to change as a result of implementation of the General Plan. Vehicular traffic noise—the dominant source citywide—is not anticipated to change substantially along local streets or major through routes, including I-405, SR-73 and SR-55, major arterials. Aircraft noise from John Wayne Airport, noise from events at the OC Fairground & Event Center, and non-transportation noise similarly are not anticipated to increase in the community.

The projected noise exposure contours for year 2035 are indicated in Figure N-3: *Future Noise Contours - 2035*. The future noise contours should be considered as a guide to identifying potential land use/noise compatibility issues and will be used to determine the requirement for project specific noise studies and mitigation. Future noise CNEL for John Wayne Airport are also shown in Figure N-3, which reflect the airport's 1985 Master Plan future noise conditions.

In comparison to the 2015 noise contours presented in Figure N-2, future noise levels will increase only modestly.



**Existing Noise Contours  
Community Noise Equivalent Levels (CNEL)**

- 70 CNEL
- 65 CNEL
- 60 CNEL
- 55 CNEL

**John Wayne Airport Existing  
(2013) Conditions CNEL Contours**

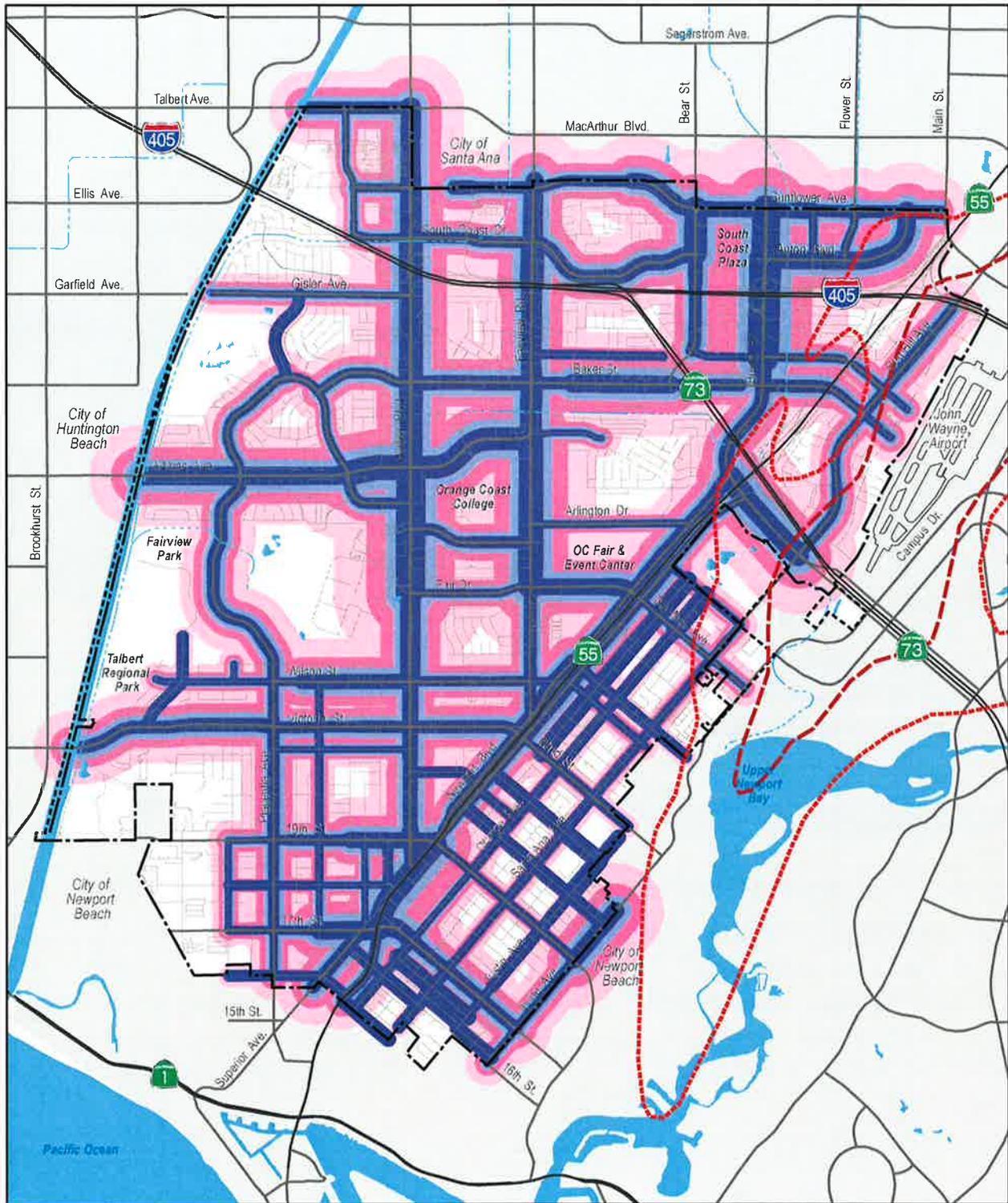
- 75 CNEL
- 70 CNEL
- 65 CNEL
- 60 CNEL

Source: MIG, Inc., 2016 and Mastro Greve Associates, 2013.



## N-2: Existing Noise Contours - 2015

# Noise Element



**Future Noise Contours  
Community Noise Equivalent Levels (CNEL)**

- 70 CNEL
- 65 CNEL
- 60 CNEL
- 55 CNEL

**John Wayne Airport Master Plan  
Noise Contours (CNEL)**

- 60 CNEL
- 65 CNEL

Source: MIG, Inc., 2016 and Land Use Plan for John Wayne Airport, 2008



## N-3: Future Noise Contours - 2035

## Key Noise Issues

The key noise issues in Costa Mesa are:

### *John Wayne Airport*

John Wayne Airport, a very busy airport, has some of the most restrictive restrictions related to noise in the United States. Noise from operations at John Wayne Airport affects primarily industrial and commercial properties in northeast Costa Mesa (Figures N-2 and N-3). Departures from the airport were amended in 2011 under STREL, which directed departure flights away from residences and over Newport Bay. STREL is the name provided by the Federal Aviation Administration (FAA) to describe the Area Navigation (RNAV) departure procedure implemented in 2011, and replaced the flight departure pattern called DUUKE ONE/TWO.

The County’s General Aviation Noise Ordinance regulates the hours of operation and the maximum permitted noise levels associated with general aviation projects. General aviation flights are allowed, as long as aircraft comply with the General Aviation Noise Ordinance. The County has installed 10 noise-monitoring stations along the main designated departure and arrival flight routes; no noise monitoring station was located in Costa Mesa as of 2015.

The FAA, under its *Next Generation Air Transportation System* program, also known as Southern California Metroplex project, seeks to optimize flight patterns departing out of the airport; it may affect the flight paths over Costa Mesa over the long term.

### *Construction Noise*

Construction noise could occur in almost any part of the City. However, Section 13-279 of the Costa Mesa Municipal Code limits construction activity as follows:

<i>Allowable Hours</i>	<i>Applicable Days</i>
7:00 A.M. to 7:00 P.M.	Mondays through Fridays
9:00 A.M. to 6:00 P.M.	Saturdays

Construction is prohibited all hours on Sundays and on the following specified federal holidays: New Year's Day, Memorial Day, Independence Day, Labor Day, Thanksgiving Day, and Christmas Day.

### *Helicopter Noise*

Because of the nature of their operations, police helicopter noise may impact any location in the City at any time between 10:00 A.M. and 3:00 A.M.

Overflights are usually brief, lasting only a few seconds. Noise exposure of several minutes may occur when circling a crime scene. Although helicopter noise levels are not extremely high in either case, they may be sufficient to cause sleep interruption during nighttime hours. The FAA does not have minimum altitude requirements for helicopters when weather, safety, and other air traffic permit.

### *Roadway Traffic Noise*

Roadway traffic noise has the greatest impact on the noise environment of Costa Mesa's residential properties. Between 55 and 60 dBA CNEL contours are common along collector streets; freeways and major street expose adjacent areas to levels of 65 dBA CNEL or greater.

Figures N-2 and N-3 show baseline 2015 and projected 2035 noise contours along many of the City's major and primary arterials and the three freeways that traverse the City. Noise contours for selected secondary and commuter streets are also included. The figures display the average daily traffic volume noise levels at 100 feet from the roadway centerline and the distance from the roadway centerline to the 70, 65 and 60 dBA CNEL contours. The improvements on the I-405, SR-55, and SR-73 would produce noise impacts on immediately adjacent Costa Mesa properties.

### *Noise/Land Use Compatibility Conflicts*

A great proportion of mixed-use developments, typically multi-family residential or live/work units atop a leasable commercial space or **loft art** studio, are located in the Westside. The Mixed-Use Overlay District encompasses three Urban Plans that govern almost all of the Westside of Costa Mesa—19 West, Mesa West Bluffs, and Mesa West Residential Ownership. In addition, the SoBeca Urban Plan allows for mixed-use development. Residents in Westside neighborhoods have expressed some concern regarding the operational ambient noise emanating from industrial activities from truck traffic, heavy machinery, materials processing, and general worker activity. In addition, the commercial spaces below the residential portions of buildings **could** also generate noise. The SoBeca district has additional noise issues associated with the proximity of the SR-55 and SR-73 freeways.

Land use development process within the context of these urban plans take into consideration noise impacts. A project application is required to include a noise study to show how compliance with noise standards will be achieved. Furthermore, as part of conditions of project approval, the required Covenants, Conditions, and Restrictions (CC&Rs) must disclose the existing noise environment within and surrounding the mixed-use development.

Proper design that attenuates the impact of noise is embedded in the urban plans. The plans recommend noise-reduction building design approaches such as double-pane windows, wall and ceiling insulation, and the limitation on commercial operations to minimize interaction between noise-generating business activities such as deliveries and loading.

## Noise Plan

### Typical Noise Attenuation Techniques

Noise impacts can be mitigated in three ways: 1) by reducing the sound level of the noise generator, 2) by increasing the distance between the source and receiver, and 3) by insulating the receiver. Noise reduction can be accomplished by placement of walls, landscaped berms, or a combination of the two between the noise source and the receiver.

Generally, effective noise shielding requires a solid barrier with a mass of at least four pounds per square-foot of surface area, which is large enough to block the line of sight between source and receiver. Variations may be appropriate in individual cases based on distance, nature and orientation of buildings behind the barrier, and a number of other factors. Garages or other buildings may be used to shield dwelling units and outdoor living areas from traffic noise. In addition to site design techniques, noise insulation can be accomplished through proper design of buildings. Nearby noise generators should be recognized in determining the location of doors, windows and vent openings. Sound-rated windows (extra thick or multi-paned) and wall insulation are also effective.

However, none of these noise mitigation measures can realize their full potential unless care is taken in actual construction: doors and windows fitted properly, openings sealed, joints caulked, plumbing adequately insulated from structural members, and sound-rated doors and windows will have little effect

## Noise Element

if left open. This may require installation of air conditioning for adequate ventilation.

Noise impacts can be reduced by insulating noise-sensitive uses, such as residences, schools, libraries, hospitals, nursing homes, and some types of commercial activities. Perhaps a more efficient approach involves limiting the level of noise generation at the source. State and federal statutes have largely preempted local control over vehicular noise emissions, but commercial and industrial operations and certain residential activities provide opportunities for the City to assist in noise abatement.

Although vehicular noise emissions standards are established at the State and federal levels, Costa Mesa can play a significant part in reducing traffic noise by controlling traffic volume and congestion. Traffic noise is greatest at intersections due to acceleration, deceleration, and gear shifting. Measures such as signal synchronization can help to ~~minimize~~ reduce this problem. Likewise, reduction of congestion aids in reduction of noise. This can be accomplished through the application of traffic engineering techniques such as channelization of turning movements, parking restrictions, separation of modes (bus, auto, bicycle, pedestrian) and restrictions on truck traffic. Noise reduction through reduction of traffic volumes can also be accomplished with incentive programs for use of public transit facilities and high-occupancy vehicles, staggering of work hours, and land use controls. Vehicle trips can be turned into pedestrian trips with integration of housing and employment into the same project or area, construction of high-density, affordable housing in proximity to employment, shopping, public transit facilities, and other techniques.

# Goals, Objectives, and Policies

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## Goal N-1: Noise Hazards and Conditions

The City of Costa Mesa aims to protect residents, local workers, and property from injury, damage, or destruction from noise hazards and to work toward improved noise abatement.

- Objective N-1:** *Control noise levels within the City for the protection of residential areas and other sensitive land uses from excessive and unhealthful noise.*
- Policy N-1.A:** Enforce the maximum acceptable exterior noise levels for residential areas at 65 CNEL.
- Policy N-1.B:** Give full consideration to the existing and projected noise environment when considering alterations to the City's circulation system and Master Plan of Highways.
- Policy N-1.C:** Encourage Caltrans to construct noise attenuation barriers along I-405, SR-55, and SR-73 where these freeways adjoin residential and other noise-sensitive areas.
- Policy N-1.D:** Ensure that appropriate site design measures are incorporated into residential developments, when required by an acoustical study, to obtain appropriate exterior and interior noise levels.
- When necessary, require field testing at the time of project completion to demonstrate compliance.
- Policy N-1.E:** Apply the standards contained in Title 24 of the California Code of Regulations as applicable to the construction of all new dwelling units.
- Policy N-1.F:** Discourage sensitive land uses from locating within the 65 CNEL noise contour of John Wayne Airport. Should it be deemed by the City as appropriate and/or necessary for a sensitive land use to locate in the 65 CNEL noise contour, ensure that appropriate interior noise levels are met and that minimal outdoor activities are allowed.
- Policy N-1.G:** Support alternative methods for the reduction of noise impacts at John Wayne Airport while continuing to

## Noise Element

maintain safety and existing limitations on aircraft daily departures.

**Policy N-1.H:** Monitor the noise levels at OC Fair and Event Center and the Pacific Amphitheater, and continue to monitor the status of legally binding noise levels on the OC Fair and the Event Center and the Pacific Amphitheater.

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## Goal N-2: Noise and Land Use Compatibility

Integrate the known impacts of excessive noise on aspects of land use planning and siting of residential and non-residential projects.

**Objective N-2:** *Plan for the reduction in noise impacts on sensitive receptors and land uses.*

**Policy N-2.A:** Require the use of sound walls, berms, interior noise insulation, double-paned windows, and other noise mitigation measures, as appropriate, in the design of new residential or other new noise sensitive land uses that are adjacent to arterials, freeways, or adjacent to industrial or commercial uses.

**Policy N-2.B:** Require, as a part of the environmental review process, that full consideration be given to the existing and projected noise environment.

**Policy N-2.C:** Consider supplemental-alternative noise level standards for mixed-use projects that take into consideration the interaction of industrial operation noise impacts and the mixed-use developments planned for the Westside and SoBeca.

**Policy N-2.D:** Require that all proposed projects are compatible with adopted noise/land use compatibility criteria

**Policy N-2.E:** Enforce applicable interior and exterior noise standards.

**Policy N-2.F:** Allow a higher exterior noise level standard for infill projects in existing residential areas adjacent to major arterials if it can be shown that there are no feasible mechanisms to meet the exterior noise levels. The interior standard of 45 dBA CNEL shall be enforced for any new residential project.

- Policy N-2.G:** Encourage effective site planning in mixed-use areas that provides the optimal distance between source of excessive sound and residents.
- Policy N-2.H:** Require new mixed-use developments to site loading areas, parking lots, driveways, trash enclosures, mechanical equipment, and other noise sources away from the residential portion of the development and adjacent established residential development.
- Policy N-2.I:** Limit hours and/or require attenuation of commercial/entertainment operations adjacent to residential and other noise sensitive uses in order to minimize excessive noise to these receptors.



*Costa Mesa Fire & Rescue Paramedics vehicle*

## Chapter 8: Safety Element

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### Introduction

The City of Costa Mesa emphasizes community safety as a foundation for quality neighborhoods, strong business investment, and inviting public spaces. The City fosters safe and secure environments by recognizing potential hazards and developing plans that guard against disruption and threats to the public welfare.

### Purpose

The Safety Element identifies and evaluates public health and safety hazards, and provides measures that can reduce unreasonable risks and minimize potential losses in the event of natural or human-caused disasters. The Safety Element addresses emergency preparedness and coordinated response, police and fire protection, and emergency services by:

- Reviewing the regulatory framework that guides public safety planning efforts

## **Safety Element**

- Highlighting key findings and recommendations based on assessed conditions
- Establishing goals with respect to public safety and welfare
- Defining the policies and implementing actions to address public safety issues
- Identifying lead responsibilities for each implementation action

## **Legal Requirements**

Section 65302(g) of the California Government Code requires that General Plans include a Safety Element for the protection of the community from any unreasonable risks associated with wildland and urban fires, flooding, and known geologic hazards. Geologic risks are defined as those associated with geologic hazards such as seismically induced surface rupture, ground shaking, ground failure, tsunamis, seiches and dam failure, and slope instability leading to mudslides, landslides, and subsidence. Importantly, the law requires that the Safety Element address emergency response and preparedness, including evacuation routes, operations associated with military installations, peakload water supply requirements, minimum road widths, and clearance around structures.

## **Baseline Conditions - 2015**

Like most coast-adjacent urban communities in California, Costa Mesa is exposed to many natural and human-caused hazards that require attention in the planning process. The City lies approximately five miles from the Pacific Ocean and thus is susceptible to flooding from tsunamis. The Santa Ana River, which runs along the eastern boundary, also presents potential flooding hazards. Additionally, Costa Mesa is exposed to earthquakes and other seismic hazards. Human activities such as the transport and manufacturing of hazardous materials create conditions that require attention.

## Geology

### Geologic Structure

Costa Mesa lies adjacent to the Downey and Tustin portion of the Coastal Plain, where sedimentary and volcanic rocks in the subsurface attain great thickness. These deposits are composed mainly of volcanic, marine and nonmarine sedimentary rocks overlying is basement complex of granitic and metamorphic rock. The plan is immediately underlain by a thick sequence of alluvial sediments, which overlie the older sedimentary and volcanic rocks.

The main development of Costa Mesa is primarily on an uplifted mesa (Newport Mesa) bounded on the west, south, and east by steep cliffs (refer to Figure S-1, *Geologic Map*). Newport Mesa slopes gently northward from an elevation of 80 to 110 feet above sea level at the southern crest of the mesa to less than 40 feet above sea level at the northern boundary of the City. Approximately 80 percent of the City is located on this mesa.

Newport Mesa is the most southerly of a series of a discontinuous low hills and plains that extend along the Newport-Inglewood structural zone from the Santa Monica Mountains southeast to Newport Beach. These topographic features are inferred from both the physiographic and stratigraphic evidence to be essentially contemporaneous segments of the Sangamon Age (120,000 years Before Present) deformed lower terrace of the Palos Verdes Hills.

### Soils

Soils within Costa Mesa are variable, ranging from a predominance of clay with some silty sand in the northern half of the City to a predominance of silty sand with some sand and clay in the southern half (refer to Figure S-2 *Soil Types*). These generalized units were derived from a more detailed soils map contained in the soil survey of Orange County.

### Mineral Resources

#### Oil

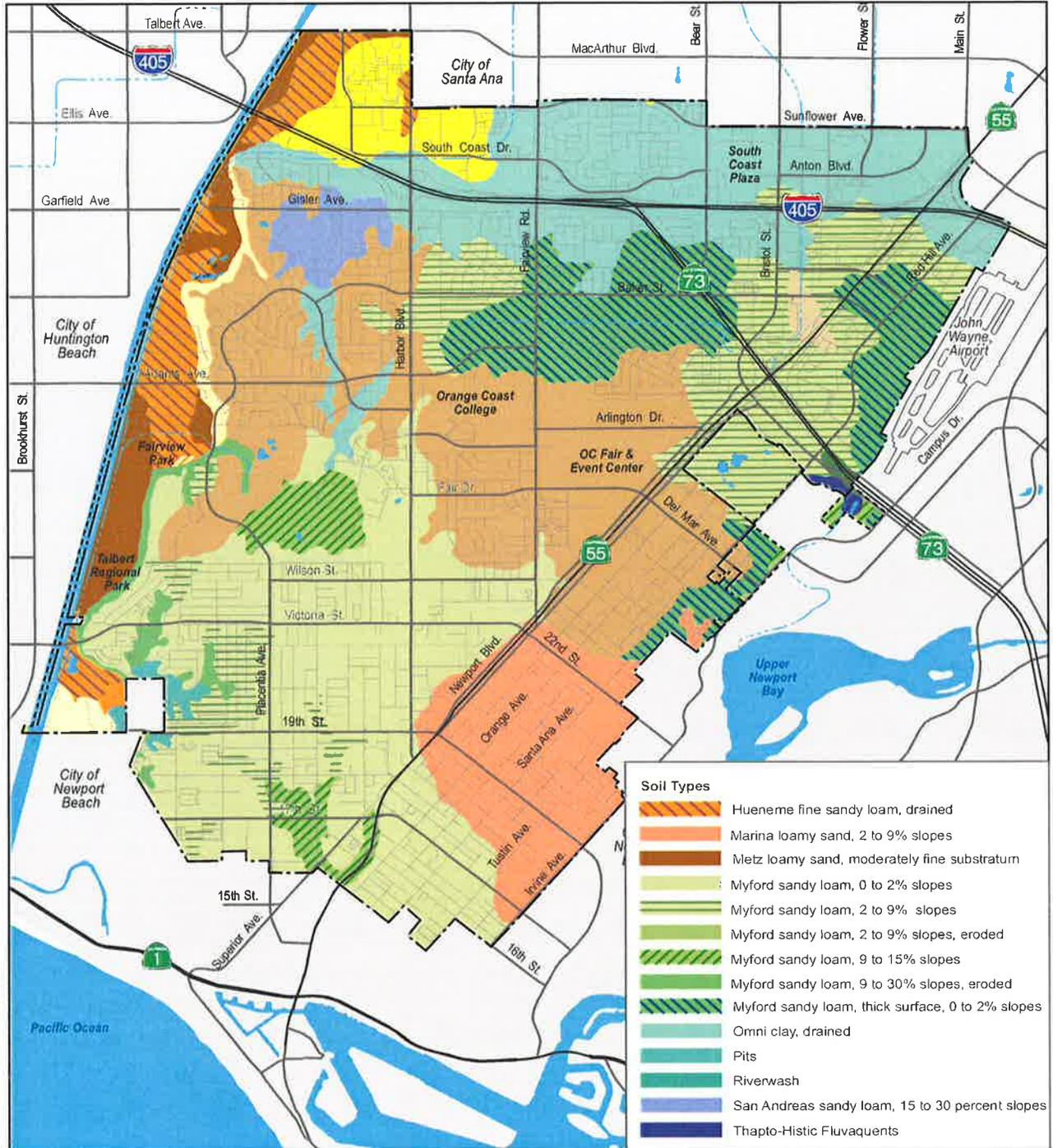
Portions of Costa Mesa overlay the West Newport Oil Field, which is south of 17<sup>th</sup> Street between Pomona and Westminster Avenues, and the West Newport Oil Field, which is west of Whittier Avenue, south of Victoria Street (refer to Figure S-1, *Geologic Map*).

# Safety Element



**Figure S-1: Geologic Map**

Safety Element



Soils Type

- |  |                                       |  |  |
|--|---------------------------------------|--|--|
|  | Bolsa silt loam                       |  | Hueneme fine sandy loam                |
|  | Bolsa silt loam, drained              |  | Water                                  |
|  | Bosanko clay, 15 to 30% slopes        |  | Xeralfic arents, loamy, 2 to 9% slopes |
|  | Capistrano sandy loam, 2 to 9% slopes |  |  |
|  | Chino silty clay loam, drained        |  |  |
|  | Cropley clay, 2 to 9% slopes          |  |  |

Source: U.S. Department of Agriculture, Natural Resources Conservation Service, Soil Survey Geographic (SSURGO) database for Orange, 2008



**Figure S-2: Soil Types**

## Safety Element

Currently the only active oil wells in Costa Mesa operate in the West Newport Field west of Whittier Avenue between 17<sup>th</sup> and 19<sup>th</sup> Streets. These wells produce a relatively low quality crude oil and remained in operation through the mid-1990s.

### **Peat Deposits**

Peat deposits are located adjacent to the Santa Ana River and in the vicinity of Upper Newport Bay (refer to Figure S-3, Soil Types). The size of the deposits in Costa Mesa is not sufficient to justify extraction. However, peat does provide an unstable base for construction and must be removed prior to development.

## Seismic Hazards

Costa Mesa is in the vicinity of several known active and potentially active earthquake faults, including most notably the Newport-Inglewood Fault Zone and the San Joaquin Hills Fault Zone. Other faults such as the San Andreas, Whittier, Elsinore, Palos Verdes, and Puente Hills Faults are predicted to affect Costa Mesa with strong shaking but light damage. An earthquake along these faults may have more indirect impacts such as the need to provide mutual aid, an infusion of those seeking housing, and other mass care or sheltering services.

### *Ground Shaking*

Ground shaking is the phenomenon most often associated with seismic activity. The intensity of ground shaking and relative earthquake damage are heightened with earthquake magnitude, proximity to faults, and the presence of deeper soft soils below the ground surface. The intensity of earthquakes is measured, or expressed, in terms of two scales: the Richter scale and the Modified Mercalli Intensity scale. The Richter scale measures the strength of an earthquake and assigns it a magnitude number using a base-10 logarithmic scale. For example, a magnitude 5.0 earthquake would result in 10 times the level of ground shaking as a magnitude 4.0 earthquake. The Modified Mercalli Intensity scale describes the intensity of an earthquake in terms of observable impacts, ranging from I (Not Felt) to XII (Extreme). The effects of ground shaking in Costa Mesa will vary considerably depending upon the distance of a seismic event relative to the city. Ground shaking from distant events (more than 40 miles away) will be of a different nature than events that occur within

10 miles. Also, the duration of strong ground shaking is another important factor related to seismic activity.

Five regional major faults—the Newport-Inglewood, San Joaquin Hills, Whittier, San Andreas, and San Jacinto—present a seismic hazards to the City. In addition, the El Modeno, Norwalk, Palos Verdes, 4-S Ranch, and Aliso fault pose lesser seismic hazards due to their localized extent. Figure S-3, *Regional Faults*, locates the fault zones of concern, and the descriptions below provide details about each fault.

**Newport-Inglewood Fault.** The Newport-Inglewood Fault extends approximately 47 miles south from the Santa Monica Mountains to Newport Beach and traverses Costa Mesa. The fault, considered the most active in California, roughly parallels the coastline from the Santa Monica Mountains until just south of Newport Bay, where it heads offshore and becomes the

- **Newport-Inglewood – Rose Canyon Fault Zone.** The fault is seismically active and is approximately 3.5 miles wide within the City. The largest earthquake triggered by the fault zone was the 1933 Long Beach earthquake, which had a magnitude of 6.3 (Richter scale). The earthquake resulted in strong ground shaking in Costa Mesa, as well as in other portions of Southern California.
- **San Joaquin Hills Fault.** The San Joaquin Hills Fault is a recently discovered southwest-dipping blind thrust fault originating near the southern end of the Newport-Inglewood Fault near Huntington Beach at the western margins of the San Joaquin Hills. Rupture of the entire area of this blind thrust fault could generate an earthquake as large as M 7.3. In addition, a minimum average recurrence interval of between about 1,650 and 3,100 years has been estimated for moderate-sized earthquakes on this fault.
- **Whittier Fault.** The Whittier Fault extends approximately 20 miles from the Whittier Narrows (near Whittier) to the southeast of the Santa Ana River. The fault is located approximately 20 miles northeast of Costa Mesa. The most notable seismic event associated with the Whittier Fault was the 1987 Whittier Narrows quake, measuring 5.9 on the Richter scale.

Safety Element



- |                                  |                                  |
|----------------------------------|----------------------------------|
| <b>Potentially Active Faults</b> | <b>Jurisdictional Boundaries</b> |
| — Accurate Location              | — Costa Mesa City Boundary       |
| - - - Approximate Location       | - - - County Boundaries          |
| ..... Inferred Location          | ..... National Forests           |

Source: Department of Conservation, California Geological Survey, 1997 and 1998



**Figure S-3: Regional Faults**

While significant damage occurred in the San Gabriel Valley near the epicenter, properties in Costa Mesa did not experience substantial adverse effects.

- **San Andreas Fault.** The 745-mile San Andreas Fault is the best known among all California faults due to its historic seismic activity and destructive capabilities. The fault is expected to produce a probable magnitude of M 6.8-8.0. The center section of the fault ruptured the ground surface during the 1857 Fort Tejon Earthquake and caused considerable damage over thousands of square miles. The fault is located on the northeastern flank of the San Bernardino Mountains approximately 48 miles from Costa Mesa. It is possible that the future movements along the San Andreas Fault Zone will produce simultaneous ruptures or “double earthquakes.” A major earthquake occurs on this zone once every 145 years, and 2002 marked 145 years after the Fort Tejon Earthquake.
- **San Jacinto Fault.** The San Jacinto Fault extends over 180 miles from its junction with the San Andreas Fault in San Bernardino County. It has produced several damaging earthquakes over recorded history. The most notable is the 1940 Imperial County Earthquake. The fault is located approximately 44 miles from the City.

### **Differential Compaction or Settlement**

Differential ground settlement is caused by earthquake ground shaking and is potentially damaging to structures and underground utilities. Differential settlement may occur in sediments where differences in densities in adjacent materials lead to different degrees of compaction during ground shaking. Post earthquake differential settlement may occur within the known peat deposits located in the City.

### ***Liquefaction***

Liquefaction describes a condition whereby saturated, loose, fine-grained sediment assumes fluid-like state when subjected to intense ground shaking or other disruptive seismic events. Like landslides and mudflows, liquefaction is a form of ground failure. It can occur when susceptible soils strength and their stiffness decreases during an earthquake, which reduces the soil’s ability to support foundations for buildings, bridges, or other structures. Even though Costa Mesa has been subject to strong ground shaking in the past, historical

## **Safety Element**

records do not confirm an instance of liquefaction occurring in the City. However, failure due to liquefaction has been reported in the nearby cities of Huntington Beach and Newport Beach. As a result, the potential exists for liquefaction to occur in localized sections within the northwest and western portions of the City, as shown in Figure S-4, *Local Seismic Hazards*.

### **Ground Cracking, Ground Lurching, Lateral Spreading, and Slope Stability**

Most often associated with liquefaction, ground lurching and cracking are caused by moderate to strong ground shaking. Typically, the potential for ground cracking exists within areas of Costa Mesa that have a moderate to high potential for liquefaction and in regions of known peat deposits. The conditions for ground lurching and lateral spreading may be present along the bluffs adjacent to the Santa Ana River and Newport Bay.

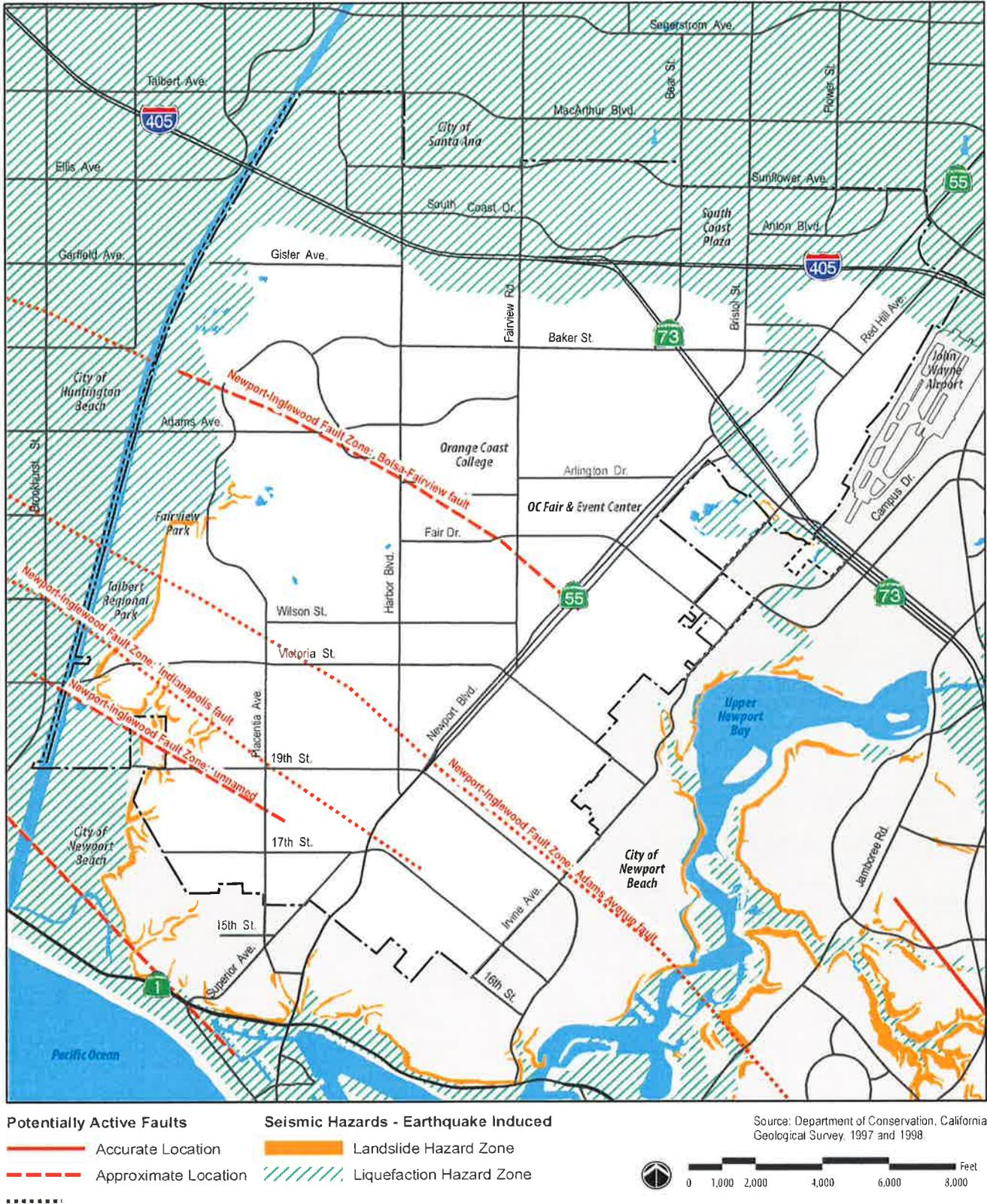
Slope stability hazards include landslides, rock falls, mudslides, and avalanches. Since local topography consists of generally flat to gently sloping terrain, the potential for these hazards is minimal. However, the potential exists for earth movement during strong ground shaking along the bluffs along south portion of the City.

### ***Surface Faulting***

Surface faulting is the rupture of the ground surface along a fault. The only active fault that traverses Costa Mesa is the Newport-Inglewood Fault. Although this fault is defined as active, surface rupture does not appear to be a significant potential hazard since no historic such event has been observed.

### ***Seismically Induced Water Waves***

Seismically induced water waves include tsunamis and seiches. Tsunamis are generated by earthquake-induced subsea dislocations or landslides that cause large volumes of water to move in the form of ocean waves. Coastline configuration and tidal influx may cause local amplifying effects. A seiche is a low amplitude wave generated in a restricted body of water (such as a lake or reservoir) due to earthquake motions.



**Figure S-4: Local Seismic Hazards**

## **S a f e t y   E l e m e n t**

### **Tsunamis**

Costa Mesa is three-quarters of a mile inland from the Pacific Ocean at elevations ranging between 30 to 100 feet above sea level. The southern portion of the City sits on bluffs overlooking Newport Beach. Consequently, the potential for tsunamis affecting Costa Mesa is negligible. However, areas located along the Santa Ana River Channel may be susceptible to the effects of tsunamis that travel up river.

### **Seiches**

The absence of any large bodies of water within Costa Mesa and the location of high bluffs adjacent to Newport Bay reduce the possibility of damage from seiche effects.

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### *Key Seismic Hazards Issues*

#### **Seismic Hazards**

Regional and local fault zones pose significant ground shaking, ground cracking, ground lurching, lateral spreading, differential compaction, and settlement hazards that could result in widespread upset in Costa Mesa in the event of a major earthquake. Properties near the bluffs and Santa Ana River are exposed to seismically induced slope failure and instability.

#### **Liquefaction**

Although there is no historical evidence of structural damage to buildings as a result of liquefaction, there have been some recorded events that have occurred in Huntington Beach and Newport Beach. Liquefaction-induced structural damage is more likely to occur in buildings that place heavy loads on their foundations, such as high-rise office or multi-family buildings. Buildings with only lightly loaded foundations, such as single-family homes, or those that spread the load over a larger area, are less susceptible to damage. Liquefaction hazards can be reduced through soil mitigation and structural strengthening. A site-specific liquefaction assessment, performed by a geotechnical engineer or engineering geologist, can address the actual liquefaction potential of the soils.

### Seismically Induced Water Waves

If a seismic event were to trigger a tsunami, low-lying areas along the Santa Ana River may be subject to flooding. The amount of flooding would be dependent on the size of the earthquake and strength of the tsunami.

## Hydrology/Drainage

### *Flood Hazards*

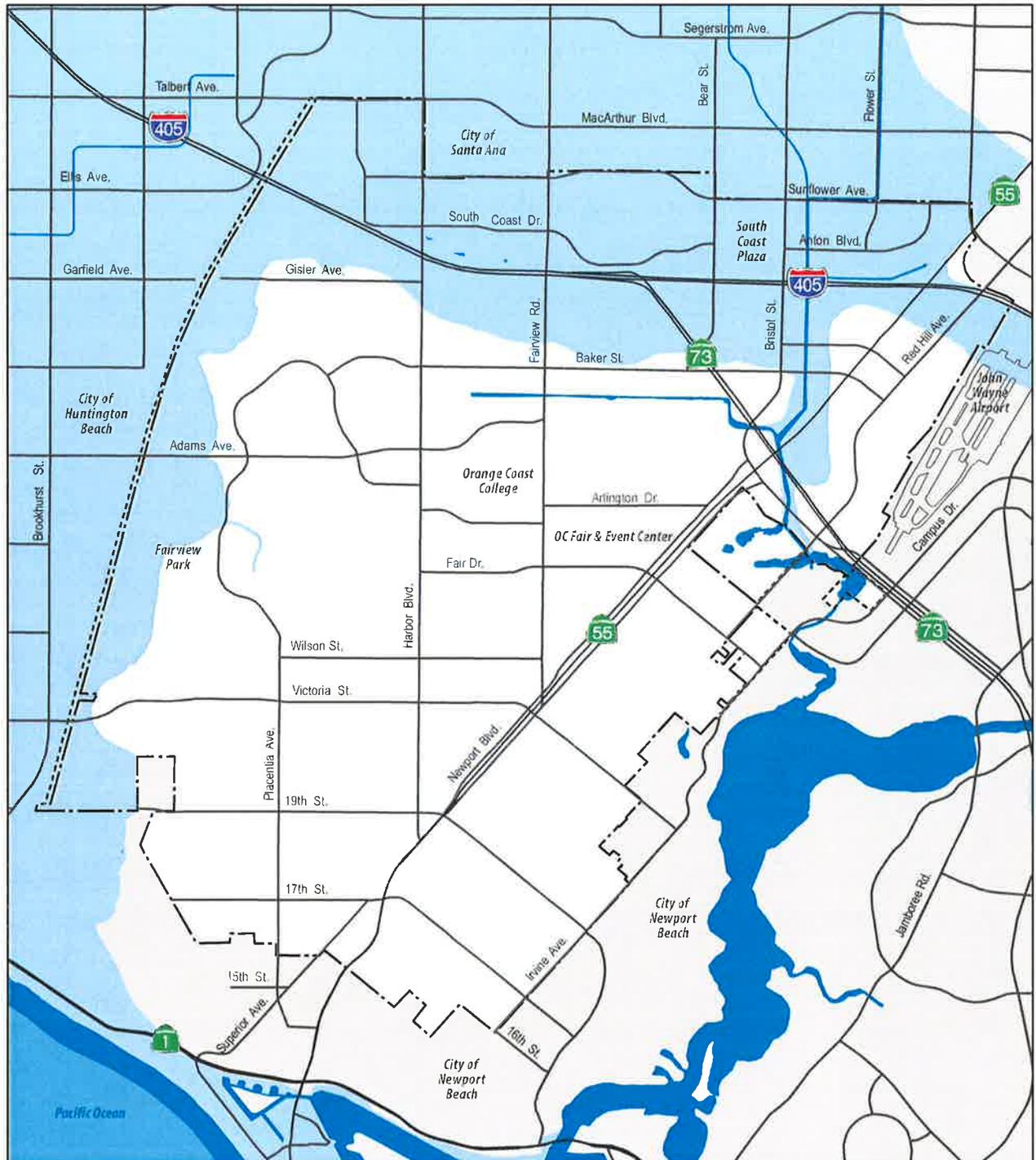
Costa Mesa sits alongside the Santa Ana River. This regional water feature presents a potential flooding hazard, as it drains Southern California's largest watershed, originating in the San Bernardino Mountains and draining over 3,000 square miles. Significant flood control improvements have been installed along the river course, with the goal of protecting properties along its route from flooding hazards. The Flood Insurance Rate Maps prepared by the Federal Emergency Management Agency (FEMA) identify areas located within the City that are susceptible to 100-year and 500-year floods. In the event of a 500-year flood, the northern and western boundaries of Costa Mesa would be susceptible to flooding, as shown in Figure S-5, *Local Flooding Hazards*. In the event of a 100-year flood, minimal flooding is expected to occur within the flood channels adjacent to the Talbert Nature Preserve.

### *Dam Inundation*

The Santiago Creek Dam and Prado Dam provide flood protection for numerous cities within Orange County, including Costa Mesa. Prado Dam is located at the border of Orange and Riverside Counties, approximately 30 miles from Costa Mesa. Dam construction was completed in 1941, and the U.S. Army Corps of Engineers continues to make phased improvements on the structure. The height of Prado Dam has been raised to 28 feet, and a new intake tower and outlet have been added. Those improvements added 140,000 acre-feet to the basin and increased the dam's level of protection to 190 years.

The Santiago Creek Dam, located near Irvine, is approximately 15 miles from the city. Dam construction occurred in 1931. In the event of a failure at either dam, portions of Costa Mesa are susceptible to potential flooding. These dam inundation areas are primarily located in the northern and western portions of the City, as shown in Figure S-6, *Dam Inundation Areas*.

# Safety Element



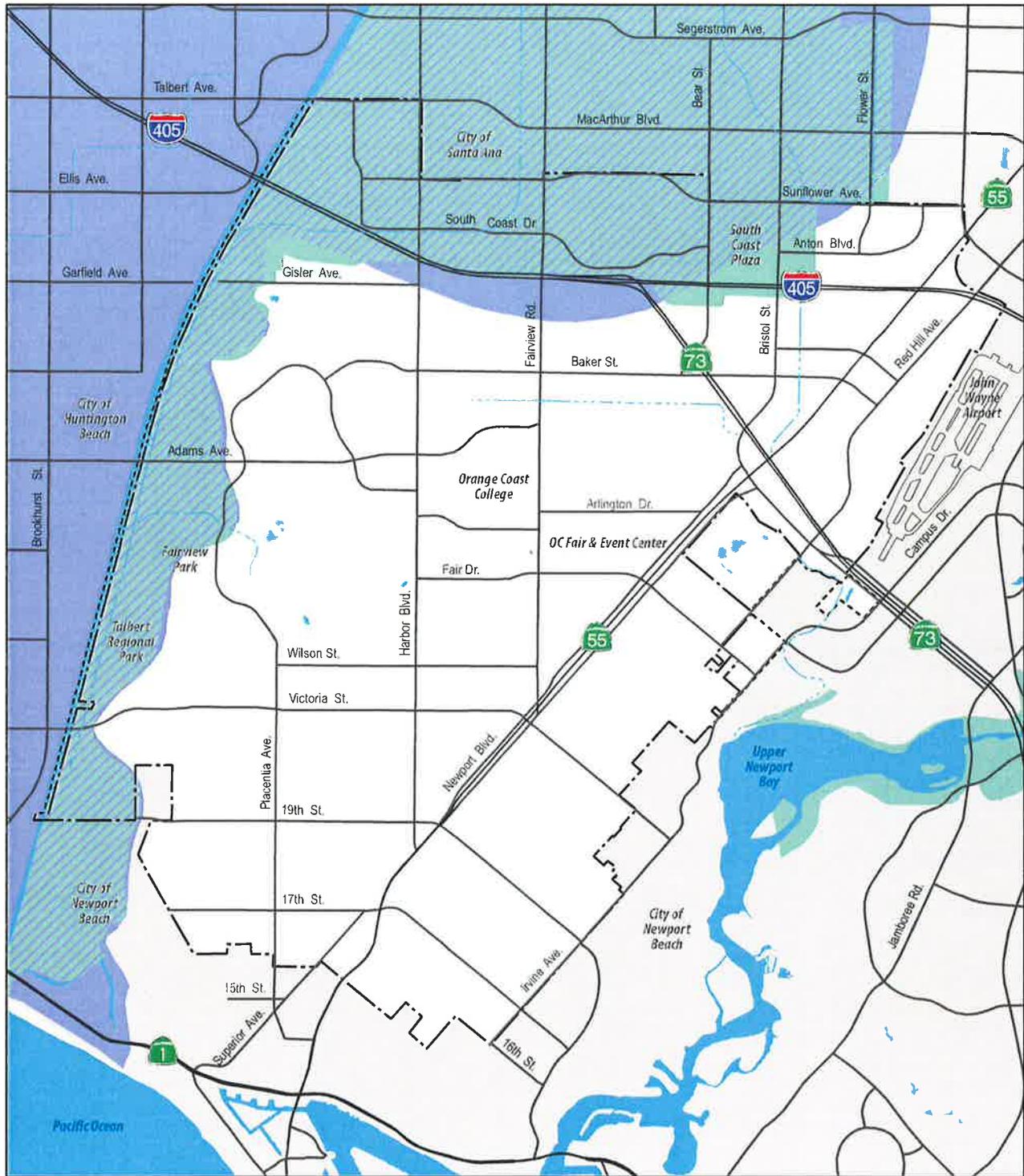
### Flood Zones

- 100-Year Flood Zone
  - 500-Year Flood Zone
- Areas of 0.2% annual chance flood; areas of 1% annual chance flood with average depths of less than 1 foot or with drainage areas less than 1 square mile; and areas protected by levees from 1% annual chance flood.
- Special flood hazard areas subject to inundation by the 1% annual chance flood

Source: Federal Emergency Management Agency (FEMA), National Flood Insurance Program, Flood Insurance Rate Maps (FIRMs), 2009.

0 1,000 2,000 4,000 6,000 8,000 Feet

**Figure S-5: Local Flooding Hazards**



Inundation Areas - Potential Flooding Due to Dam Failure

Source: California Department of Water Resources, 2013

- Santiago Creek Inundation Area
- Prado Dam Inundation Area
- Inundation Areas Overlap



**Figure S-6: Dam Inundation Areas**

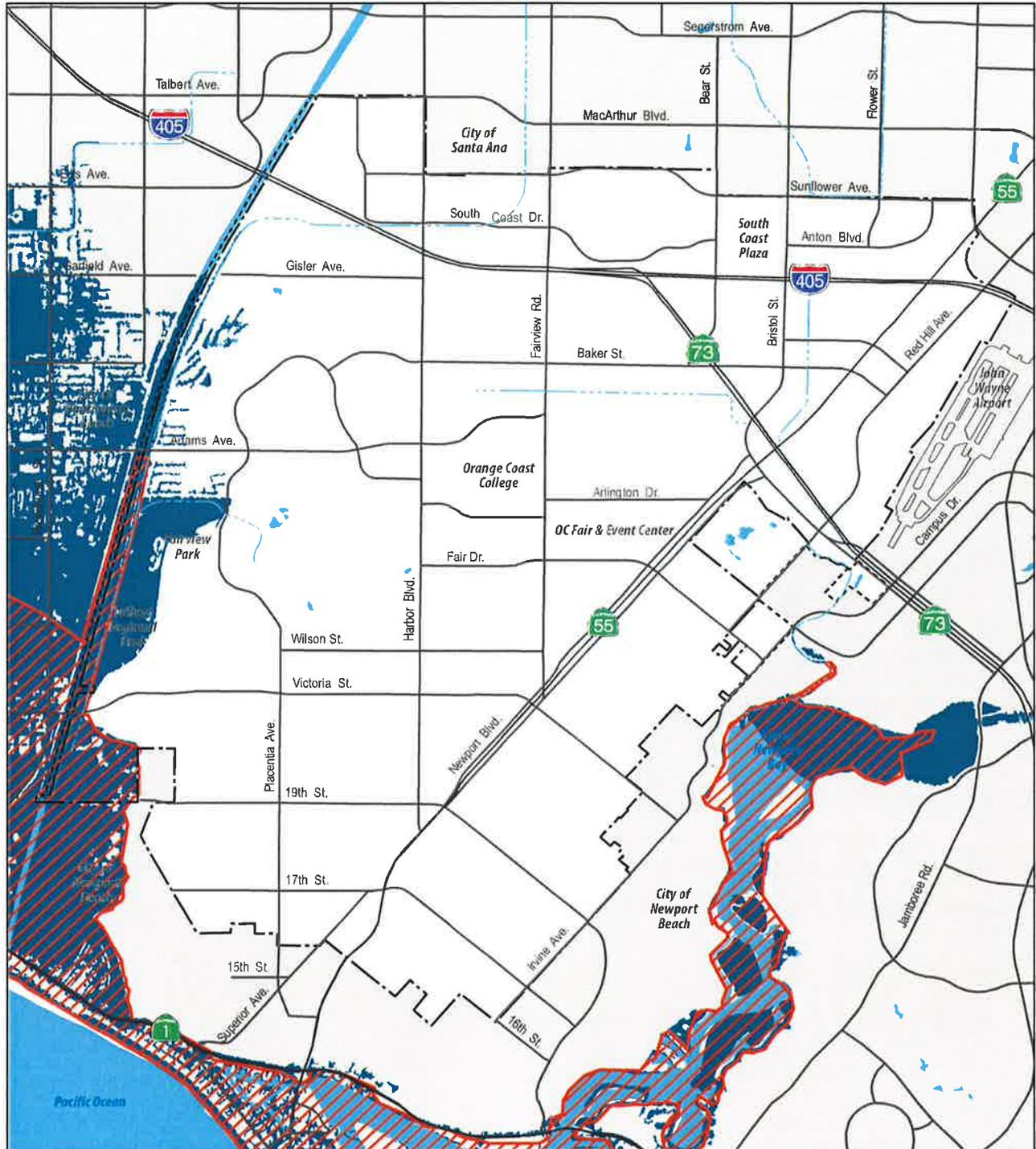
## **Safety Element**

### *Drainage Facilities*

Local drainage facilities—storm drains, channels, and retention and detention basins—are designed to control and manage storm water and urban runoff and to protect properties from flooding. Engineers size and design local and regional drainage facilities based on historical flooding data and an understanding of how urban development affects storm flows. Master plans identify any existing and future system deficiencies, and define improvements needed to provide a high level of flood protection. The City’s Master Drainage Plan identifies numerous specific projects that will improve the storm drain system. Continued implementation of the plan provides the City with appropriate control and management over local drainage concerns.

### *Sea Level Rise*

Scientific data strongly suggest that long-term changes in the Earth’s climate over the next century and beyond will lead to the possibility of rises in sea levels around the world. In Southern California, sea level rise could result in increased flooding in low-lying areas along the shoreline, water infiltration into sanitary sewer and storm drain systems that outlet into or near the Pacific Ocean, and an increase in storm drain back-ups. All of these effects could result in more frequent and extensive flooding. Given Costa Mesa’s location near the coast and along the Santa Ana River, the City could be expected to experience the affects of sea level rise. As shown in Figure S-7, *Tsunami and Sea Level Rise Hazard Areas, by 2100* areas along the Santa Ana River may be inundated by unimpeded Pacific Ocean water.



**Tsunami Inundation**

 Tsunami Hazard Zone

This tsunami inundation area was prepared to assist cities in identifying their tsunami hazard. It is intended for local jurisdictional, coastal evacuation planning uses only.

**Sea Level Rise Impact**

 Sea Level Rise (Year 2100)

Areas inundated by unimpeded Pacific coastal flooding under a scenario of 100-year flood with a 55-inch (1.4 meters) sea level rise.

Sources: Tsunami: California Emergency Management Agency, California Geological Survey, and University of Southern California, 2009. Sea-Level Rise: CaliforniaPacific Institute, Oakland, California, 2009



**Figure S-7, Tsunami and Sea Level Rise Hazard Areas**

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### *Key Hydrology/Drainage Issues*

#### **Localized Flooding**

Localized flooding issues are largely addressed through the City's Master Drainage Plan. Local agencies, including Costa Mesa Public Works and the County of Orange Flood Division, must formulate disaster preparedness plans to guard against and respond to large storms that could bring widespread flooding related issues.

#### **Santa Ana River Flood Hazards and Sea Level Rise**

Properties along the Santa Ana River are exposed to flood hazards associated with major storm events, possibly tsunamis, and longer-term effects of unmitigated sea level rise.

#### **Dam Inundation**

Properties in the northern and western portions of the City lie within the inundation paths of Santiago Creek and Prado Dams. The likelihood of dam failure is very low, but cannot be discounted.

---

## **Aviation Hazards**

John Wayne Airport, an international airport owned and operated by the County of Orange, borders Costa Mesa on the east, between SR-73 and I-405. The airport has two runways for commercial and private aircraft. In 2015, the airport served 9,386,033 passengers and 269,189 aircraft movements.

Section 21675 of the Public Utilities Code requires that counties establish an Airport Land Use Commission (ALUC) to develop a comprehensive land use plan for areas surrounding airports. These plans are to contain provisions focused on protecting the public from the adverse effects of aircraft noise, ensuring that people and facilities are not concentrated in areas with aircraft accident potential, and ensuring that structures or activities do not adversely affect navigable airspace. To fulfill the purpose of this plan, the Orange County ALUC has adopted aircraft noise, ground safety, and height restriction policies for land uses in the planning areas contained within the Airport Environs Land Use Plan (AELUP) for John Wayne Airport. Per the AELUP,

within the Runway Protection Zone most land uses and all buildings intended for human habitation are prohibited due to severe potential for loss of life and property from accidents and aircraft operations. No portion of the City of Costa Mesa lies within the Runway Protection Zone.

The Airport Safety Zone Reference Map, Figure S-8, *John Wayne Airport Safety Zones*, establishes compatibility zones for different land uses and development patterns, ~~as described in Table S-1, *Airport Basic Safety Compatibility Qualities*.~~

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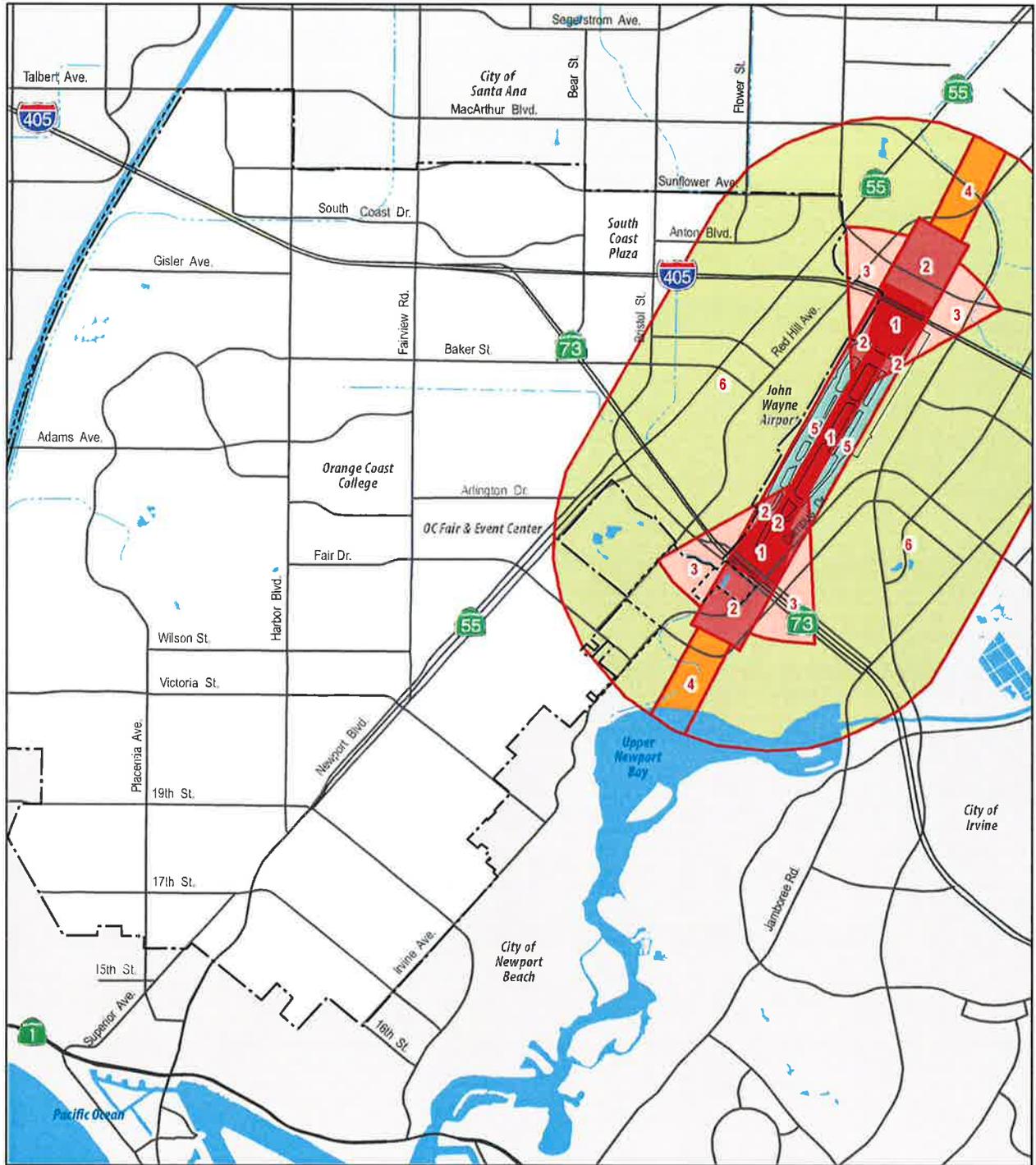
### *Key Aviation Hazards Issue*

#### **John Wayne Airport Safety and Emergency Response**

As required by the Federal Aviation Administration (FAA) regulations, the John Wayne Airport must maintain plans for evacuation, handling of hazardous materials, and emergency response. Infrastructure (e.g., fire stations and sheriff substation) and personnel are all located onsite to serve this need. In the event of an aviation hazard, pilots are instructed to navigate along Newport Bay, away from residential or developed area. In the event on an accident, response operations coordination of all available emergency services personnel is to occur.

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# Safety Element



### John Wayne Airport Safety Zones

- Zone 1: Runway Protection Zone
- Zone 2: Inner Approach/Departure Zone
- Zone 3: Inner Turning Zone
- Zone 4: Outer Approach/Departure Zone
- Zone 5: Sideline Zone
- Zone 6: Traffic Pattern Zone

Source: Land Use Plan for John Wayne Airport, Airport Land Use Commission, Airport Environs, 2008.



**Figure S-8: John Wayne Airport Safety Zones**

## Emergency Protection and Response

### *Fire Protection*

The Costa Mesa Fire Department operates six fire stations housing almost 100 professional and civilian members. The City's fire stations are located at the following addresses, as shown on Figure S-9, *Public Safety Facilities and Emergency Evacuation Routes*:

- Royal Palm Fire Station: 2803 Royal Palm Drive
- Placentia Fire Station: 2300 Placentia Avenue
- Baker Fire Station: 800 Baker Street
- Civic Center Fire Station: 2450 Vanguard Way
- Park Fire Station: 1865 Park Avenue
- Metro Fire Station: 3350 Sakioka Drive

The City's Fire Department is responsible for community risk reduction, fire prevention and education, enforcement of fire protection laws, fire suppression, rescue, emergency medical services, hazardous materials response, and weed abatement. The Fire Department seeks to balance these various services through use of built-in fire protection, such as early warning and detection systems, automatic fire sprinklers, fire-resistive design of structures and materials, fire prevention inspections, and public education. In addition, the Fire Department utilizes a variety of emergency planning and preparation strategies to ensure the efficiency of fire and emergency services. The Fire Department also participates in the Orange County emergency warning system.

Safety Element



Safety Facilities and Evacuation Routes

Source: City of Costa Mesa, 2015

- Fire Stations
- Police Headquarters
- Police Substations
- Evacuation Routes



**Figure S-9: Public Safety Facilities and Emergency Evacuation Routes**

### *Wildland and Urban Fires*

The fire hazard severity of an area is determined based on the type and amount of vegetation (termed “fuel loading”), slope gradient, and weather. Fire hazards increase in the summer and fall when the weather is hot and dry—and especially when Santa Ana wind conditions occur. Areas identified as having a fire hazard are referred to as State Responsibility Areas (SRAs) because the State has the primary financial responsibility of preventing and suppressing fires. The agency responsible for suppressing fires in SRAs is the Department of Forestry and Fire Protection (Cal Fire). No part of Costa Mesa is listed as an SRA or located within the Very High Fire Hazard Severity Zone. Thus, urban fires represent and grassland fires within open space areas (such as Talbert Regional Park) represent the only fire risks in the City.

### *Emergency Medical Services*

In addition to fire suppression, rescue, and community risk reduction duties, the Fire Department provides emergency medical services to the community. All fire engines in Costa Mesa double as paramedic engines and provide advanced life support. The ladder trucks are staffed with emergency medical technicians trained to provide basic life support. The program strives to satisfy the goal of responding to 80 percent of emergency calls for service requests within five minutes.

### *Police Protection*

The primary responsibilities of the Costa Mesa Police Department are crime prevention, field patrol, crime investigation, and traffic enforcement. Police Department staff includes sworn officers and civilian support personnel. As of 2014, the ratio of police officers to civilians in Costa Mesa was one police officer for every 1,000 persons.

The Police Department maintains headquarters at 99 Fair Drive in the Civic Center and two substations located at:

- South Coast Plaza
- 567 West 18<sup>th</sup> Street

The Police Department currently contracts with the Huntington Beach Police Department for airborne law enforcement patrols and related services.

## **S a f e t y   E l e m e n t**

### *Emergency Response and Operations*

The Costa Mesa Disaster Plan serves as the community's Emergency Operations Plan (EOP), which provides guidance during emergency situations and natural disasters. The plan addresses potential large-scale disasters that require a coordinated and immediate response.

The EOP identifies key personnel and agencies in the Costa Mesa Emergency Management Organization that are organized to protect life and property in the community. The EOP also identifies sources of outside support that may be provided by State and federal agencies, the private sector, and through mutual aid by other jurisdictions. In addition, the EOP specifies emergency operations to be implemented during an emergency, assigns responsibilities, and provides an explanation of how the plan is to be administered. These activities involve a number of City departments and facilities, including the Police Department, Fire Department, public health officials, and care and shelter operations. The City's emergency evacuation routes are shown in Figure S-7, *Public Facility Facilities and Emergency Evacuation Routes*.

The Police Chief coordinates all emergency evacuation activities and issues evacuation orders based on information gathered from emergency experts. Evacuation operations are also managed by law enforcement agencies, highway/road/street departments, and public and private transportation providers.

### *Terrorism/National Security Emergency*

Since the terrorist incidents of September 11, 2001 and subsequent terrorist events on U.S. soil, public concern regarding terrorist acts in the United States has understandably increased. The State and federal governments have established protocols and programs for dealing with the aftermath of a terrorist act. In 2001, the State of California published the California Terrorism Response Plan, which identifies and describes how the State and local governments are to plan for and respond to terrorism incidents. The tasks and responsibilities of emergency management are based on two terms: Crisis Management and Consequence Management. Crisis Management refers to the response to people committing an act of terrorism. Consequence Management refers to the response to the potential or actual effects of terrorism. According to the California Terrorism Response Plan, local

governments have primary responsibility for responding to an incident to protect public health and safety (Consequence Management). The Costa Mesa EOP is the City's plan to ensure the most effective and economical allocation of resources for the maximum benefit and protection of the civilian population in time of emergency.

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### *Key Emergency Protection and Response Issues*

#### **Crime Prevention and Response**

Costa Mesa has set high standards for public safety and protection. As a result, it is one of the safest cities of its size in the nation. To maintain these high levels of public safety, it will be important to continue to evaluate programs, meet response time goals, and support crime prevention through education and sensible project design practices.

City leaders have recognized that particular land uses and poorly maintained properties create conditions conducive to criminal activity. By developing and implementing targeted efforts among all City departments to address problem properties and uses, the City can continue to demonstrate its commitment to maintain community safety standards.

#### **Fire and Medical Safety**

The Costa Mesa Fire Department is the first responder to medical emergencies. The request for emergency medical services is the most common response made by the Fire Department, and service demands have increased over time. As the City's population ages and new residents and employees locate in the City, adequate emergency medical response funding, staffing, and station locations will continue to require focused attention.

#### **Emergency and Disaster Preparedness**

The City excels in preparing for emergency or natural disaster by having clear, up-to-date plans to expedite response, together with ongoing public outreach and education regarding emergency preparedness. Continuing these efforts will mitigate adverse effects associated with natural and human-caused catastrophes.

---

## **Hazardous Materials**

Hazardous materials and chemicals are used daily by industries, businesses, and residents. Hazardous material sources include service stations, medical labs, drycleaners, and photo processing centers. Certain businesses may generate larger quantities of hazardous waste, such as chemical manufacturers and electroplating companies. In addition, commonly used household products such as paints, cleaners, oils, batteries, and pesticides contain potentially hazardous materials. Accidental spills or leaks, illegal dumping of hazardous waste, illegal storage, or a transportation accident also could release hazardous materials into the community.

The federal government and State of California require all businesses that store hazardous materials in excess of specified quantities to report their chemical inventories in a Hazardous Materials Management Plan. Businesses are required to report releases of toxic chemicals into the air, water, and land, as well as off-site transfers of waste to another location. Facilities that store hazardous materials are also required to report on pollution prevention activities and chemical recycling. All of these businesses operate under stringent regulations governing the storage, use, manufacturing, and handling of hazardous materials.

The U.S. Environmental Protection Agency (EPA) maintains and publishes a database of properties that handle or produce hazardous materials. The EPA defines a small quantity waste generator as one that produces between 100 and 1,000 kilograms of hazardous waste per month. Small businesses like drycleaners, auto repair shops, hospitals, and metal plating shops usually are defined as generators of small quantities of hazardous waste. As of 2014, approximately 245 small quantity generators operated in Costa Mesa. The EPA defines a large quantity generator as a business that produces over 1,000 kilograms of hazardous waste per month. Large quantity generators include large manufacturing facilities and businesses like chemical manufacturers. As of 2014, 28 large quantity generators were located in Costa Mesa. In addition, the City has four registered transporters of hazardous waste, five leaking underground storage tanks, and one incident listed on the EPA's Toxic Release Inventory database.

### *Hazardous Waste Management*

The Costa Mesa Fire Department is the first responder for any hazardous material emergencies in the community. However, the City contracts with the County of Orange Hazardous Materials Team to respond to major hazardous materials emergencies. The City participates in a countywide interagency coalition to better utilize the expertise and equipment that exists within all participating fire districts. The City also adopted the Orange County Hazardous Waste Management Plan to respond to chemical emergencies, and utilizes collection centers operated by the County for residents to drop off household hazardous waste items.

The Orange County Hazardous Waste Management Plan provides policy direction and action programs to address hazardous waste management issues that require local responsibility. The plan analyzes long-term hazardous waste generation and focuses on the development of programs to equitably site needed hazardous waste management facilities. The plan promotes on-site resource reduction, treatment, and recycling of hazardous materials; and provides for the collection and treatment of small quantity hazardous waste generators. Another important plan component is the monitoring of hazardous waste management facilities to ensure compliance with federal and State regulations.

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### *Key Hazardous Materials Issue*

#### **Release of Hazards Materials**

The release of explosive, reactive, corrosive, toxic, and flammable materials poses a hazard to life and property and may necessitate evacuations. Federal, State, and local laws, plans, and programs are well in place to guard against upset. Emergency plans and trained personnel provide the most appropriate response to hazardous materials emergencies.

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## Goals, Objectives, and Policies

The following policies strategic directions for City staff and partners, highlighting where time and resources should be focused.

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### **Goal S-1: Risk Management of Natural and Human-Caused Disasters**

Minimize the risk of injury, loss of life, property damage, and environmental degradation from seismic activity, geologic hazards, flooding, fire, and hazardous materials. Promote a sustainable approach to reduce impacts of natural disasters, such as flooding and fire.

**Objective S-1.A:** *Work to mitigate and prevent potential adverse consequences of natural and human-caused disasters.*

#### **Geologic and Seismic Safety**

- Policy S-1.A.1:** Continue to incorporate geotechnical hazard data into future land use decision-making, site design, and construction standards.
- Policy S-1.A.2:** Enforce standards, review criteria, and ensure that structures on or adjacent to bluffs are set back sufficiently to preserve the natural contours and aesthetic value of the bluff line and to provide sufficient access for fire protection.
- Policy S-1.A.3:** Require geologic surveys of all new development located on or adjacent to bluffs.
- Policy S-1.A.4:** Encourage retrofitting of structures—particularly older buildings—to withstand earthquake shaking and landslides consistent with State and historical building codes.
- Policy S-1.A.5:** Enforce applicable building codes relating to the seismic design of structures to reduce the potential for loss of life and property damage.
- Policy S-1.A.6:** Identify through a study the issue of unreinforced masonry buildings in Costa Mesa. Provide assistance if

necessary to unreinforced masonry building owners once those buildings have been identified.

**Liquefaction and Landslides**

**Policy S-1.A.7:** Continue to implement the Seismic Hazard Mapping Act, which requires sites within liquefaction hazard areas to be investigated for liquefaction susceptibility prior to building construction or human occupancy.

**Policy S-1.A.8:** Consider site soils conditions when reviewing projects in areas subject to liquefaction or slope instability.

**Localized Flooding**

**Policy S-1.A.9:** Continue to consult with appropriate local, State, and federal agencies to maintain the most current flood hazard and floodplain information; use the information as a basis for project review and to guide development in accordance with federal, State, and local standards.

**Policy S-1.A.10:** Regularly review and update Article 10 - Floodway and Floodplain Districts of the City's Municipal Code consistent with federal and State requirements.

**Policy S-1.A.11:** Improve and maintain local storm drainage infrastructure in a manner that reduces flood hazards.

**Policy S-1.A.12:** Continue to development hazards preparedness plans to prepare for large storms that could bring flooding hazards and other related issues.

**Policy S-1.A.13:** Actively promote public education, research, and information dissemination on flooding hazards.

**Tsunami and Sea Level Rise**

**Policy S-1.A.13:** Minimize flood hazard risks to people, property, and the environment by addressing potential damage tsunamis and sea level rise.

**Policy S-1.A.14:** Consult with regional agencies and study strategies that employ engineering defensive methods along the Santa Ana River that limit potential flooding hazards from sea level rise.

## Safety Element

### Dam Inundation

**Policy S-1.A.15:** Develop emergency response, early warning notification, and evacuation plans for areas that are within dam inundation areas, where feasible.

### Aviation Safety and Protection

**Policy S-1.A.16:** Utilize the John Wayne Airport Environs Land Use Plan (AELUP) as a planning resource for evaluation of land use compatibility and land use intensity in areas affected by airport operations. In particular, future land use decisions within the Safety/Runway Protection Zone will be evaluated in light of the risk to life and property associated with aircraft operations.

**Policy S-1.A.17:** Comply with Federal Aviation Regulations (FAR) and the John Wayne AELUP requirements relative to Objects Affecting Navigable Airspace.

**Policy S-1.A.18:** Use the Federal Aviation Regulations as a guideline to establish the ultimate height of structures as defined in FAR Part 77.

**Policy S-1.A.19:** Minimize hazards to aeronautical operations by ensuring land uses do not emit excessive glare, light, steam, smoke, dust, or electronic interference in compliance with FAR regulations and the John Wayne AELUP.

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## Goal S-2: High Level of Police and Fire Services and Emergency Preparedness

Provide a high level of security in the community to prevent and reduce crime, and to minimize risks of fire to people, property, and the environment.

**Objective S-2.A:** *Plan, promote, and demonstrate a readiness to respond and reduce threats to life and property through traditional and innovative emergency services and programs.*

### Crime Prevention and Response

**Policy S-2.A.1:** Promote crime prevention strategies and provide a high level of response to incidents.

**Policy S-2.A.2:**      Emphasize and prioritize crime prevention strategies, such as pedestrian-scale lighting in targeted areas.

**Policy S-2.A.3:**      Timely response to incidents and monitoring areas with high crime rates should be part of a comprehensive strategy to reduce crime in the community.

**Police and Fire Level of Service**

**Policy S-2.A.4:**      Provide a high level of police and fire service in the community. Secure adequate facilities, equipment, and personnel for police and fire.

**Policy S-2.A.5:**      Consult with neighboring jurisdictions and partner agencies to respond appropriately to emergencies and incidents in all parts of the City.

**Policy S-2.A.6:**      Require that water supply systems for development are adequate to combat structural fires in terms of location and minimum required fire-flow pressures.

**Policy S-2.A.7:**      Require development to contribute its fair share toward funding the provision of appropriate fire and emergency medical services as determined necessary to adequately serve the project.

**Fire and Medical Servicers**

**Policy S-2.A.8:**      Regularly update regulations that will protect the community from fire hazards.

**Policy S-2.A.9:**      Emphasize prevention and awareness of fire safety guidelines to minimize risk and potential damage to life, property, and the environment. In areas designated by the Costa Mesa Fire Department as having a high fire hazard, ensure adequate fire equipment, personnel, firebreaks, facilities, water, and access for a quick and efficient response in any area.

**Emergency and Disaster Preparedness**

**Policy S-2.A.10:**     Maintain staff and facilities that will continue to support a coordinated and effective response to emergencies and natural disasters throughout the City.

**Policy S-2.A.11:**     Consult with neighboring jurisdictions, local employers, and industries to ensure that emergency preparedness

## **S a f e t y   E l e m e n t**

and disaster response programs equitably serve all parts of the City.

**Policy S-2.A.12:** Continue to maintain adequate police and fire staffing, facilities, equipment, and maintenance sufficient to protect the community.

### **Hazardous Materials Operations**

**Policy S-2.A.13:** Continue to consult with the County of Orange in the implementation of the Orange County Hazardous Waste Management Plan.

**Policy S-2.A.14:** Ensure that appropriate in-depth environmental analysis is conducted for any proposed hazardous waste materials treatment, transfer, and/or disposal facility.

**Policy S-2.A.15:** Continue to consult with the County of Orange to identify and inventory all users of hazardous materials and all hazardous waste generators, and prepare clean-up action plans for identified disposal sites.

**Policy S-2.A.16:** Require the safe production, transportation, handling, use, and disposal of hazardous materials that may cause air, water, or soil contamination.

**Policy S-2.A.17:** Encourage best practices in hazardous waste management, and ensure consistency with City, County, and federal guidelines, standards, and requirements.

**Policy S-2.A.18:** Consult with federal, State, and local agencies and law enforcement to prevent the illegal transportation and disposal of hazardous waste.



*Outdoor areas at the South Coast Collection (SOCO) and the OC Mix*

## Chapter 9:

# Community Design Element

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## Introduction

Costa Mesa understands the value of promoting and creating a cohesive community and unique civic identity. Costa Mesa supports and nurtures smaller communities and districts within the City that seek to establish and retain their unique sense of place. This is accomplished by establishing a policy framework for design standards and guidelines the City will use to review development applications, as well as standards the City will set for **itself for** the public realm. These policy directives will ensure that continued investment in our community will enhance vitality, context, form, and function.

In Costa Mesa, the public realm includes streetscapes (trees, medians, parkways, benches, lights, signage, etc.). The private realm refers to building architecture, site planning, private landscaping, and business signage. The positive identity, functionality, and aesthetic of the City and its constituent

## **Community Design Element**

communities are elevated by interweaving the design of the public and private realms.

### **Purpose**

The Community Design Element promotes quality design for every aspect of a community. Buildings, structures, paths, corridors, districts, nodes, landmarks, natural features, and significant landscaping. It ensures each development in the private or public realm enhances the sense of place for the City, district, and the site itself. The goals, objectives, and policies in this element aim to express the City's parameters for quality design and development. While this element does not dictate specific design guidelines, it does provide policies to ensure projects meet the community's expectations for quality design and development.

### **Relationship to Other General Plan Elements**

The policies of the Community Design Element relate primarily to the policies in the Land Use and Open Space and Recreation Elements. Foremost, this element establishes the three-dimensional built form projection of land use objectives.

### **Existing Conditions (2015)**

The main elements of Costa Mesa's physical environment include major paths and corridors; districts; entries, internal, and activity nodes; destination and landmarks; and edges. These elements contribute to the urban form and character of the City. They identify how visitors observe information about the City and understand their physical surroundings.

### **Paths and Corridors**

Paths are passages (streets and sidewalks) that people use to get from one place to another. A path provides for vehicular and pedestrian movement within the community. Costa Mesa has three major types of paths: Primary Paths, Secondary Paths, and Corridors. Primary Paths are the circulation

passages that carry large volumes of traffic and typically cross community boundaries. Secondary Paths carry reduced traffic volumes and often originate or terminate within the City limits. Corridors are paths or sections of paths that have a concentration of a special use or activity. Figure CD-1 identifies the location of Primary and Secondary Paths. The specific corridors are discussed below and presented in Figure CD-2.

### **Harbor Boulevard Corridor**

Harbor Boulevard, which extends from Costa Mesa to the City of Anaheim, serves as a primary commercial corridor, with a mix of vehicle-oriented uses, auto dealerships, neighborhood commercial centers, entertainment uses, and residences. The Land Use Element provides for the south end of the Harbor Boulevard corridor to transition to a mixed-use district.

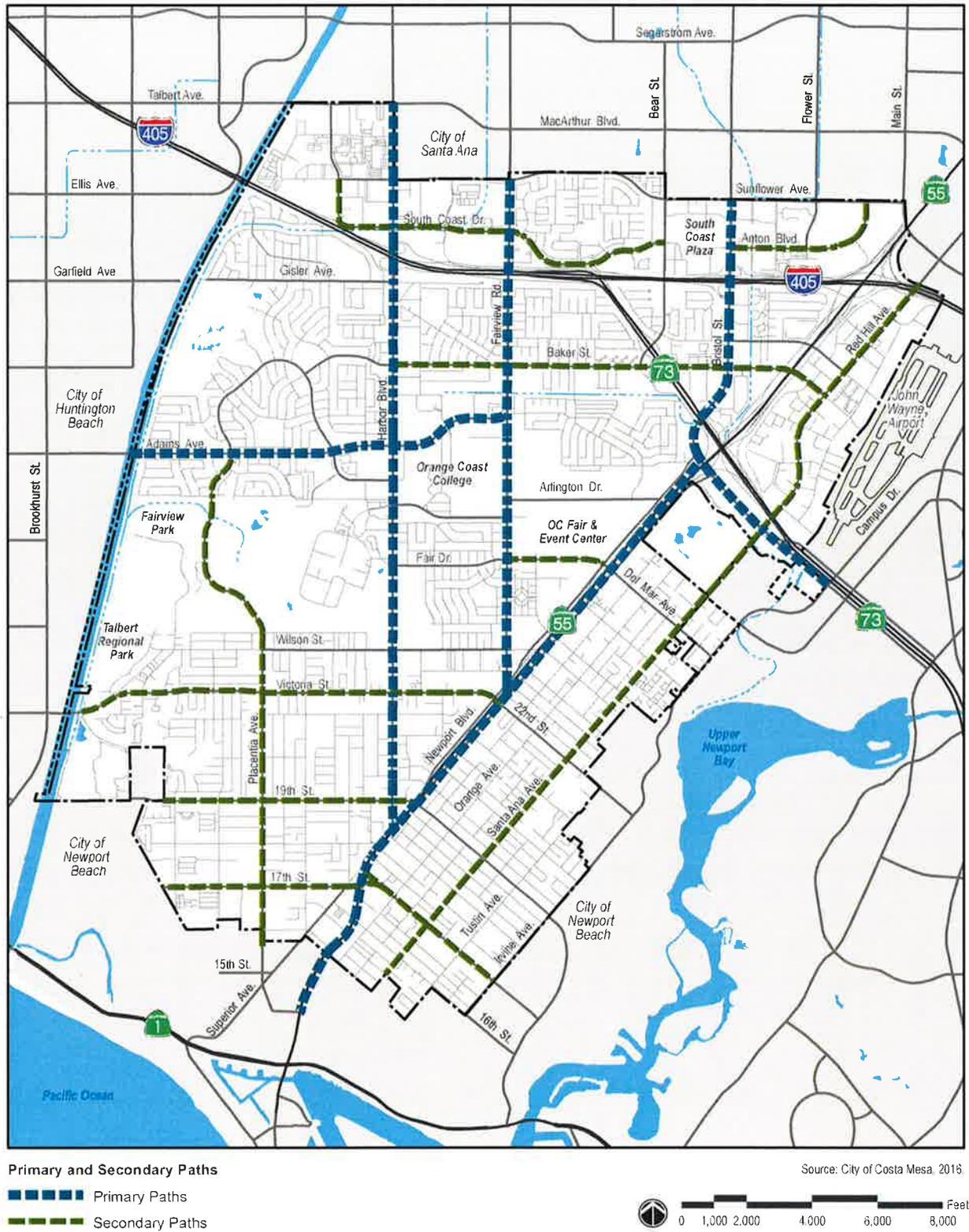
### **East 17<sup>th</sup> Street Corridor**

The East 17<sup>th</sup> Street corridor, while auto oriented, has a distinctive neighborhood feel. This corridor is characterized by small businesses and multi-tenant retail centers, restaurants, and offices that largely serve local residents.

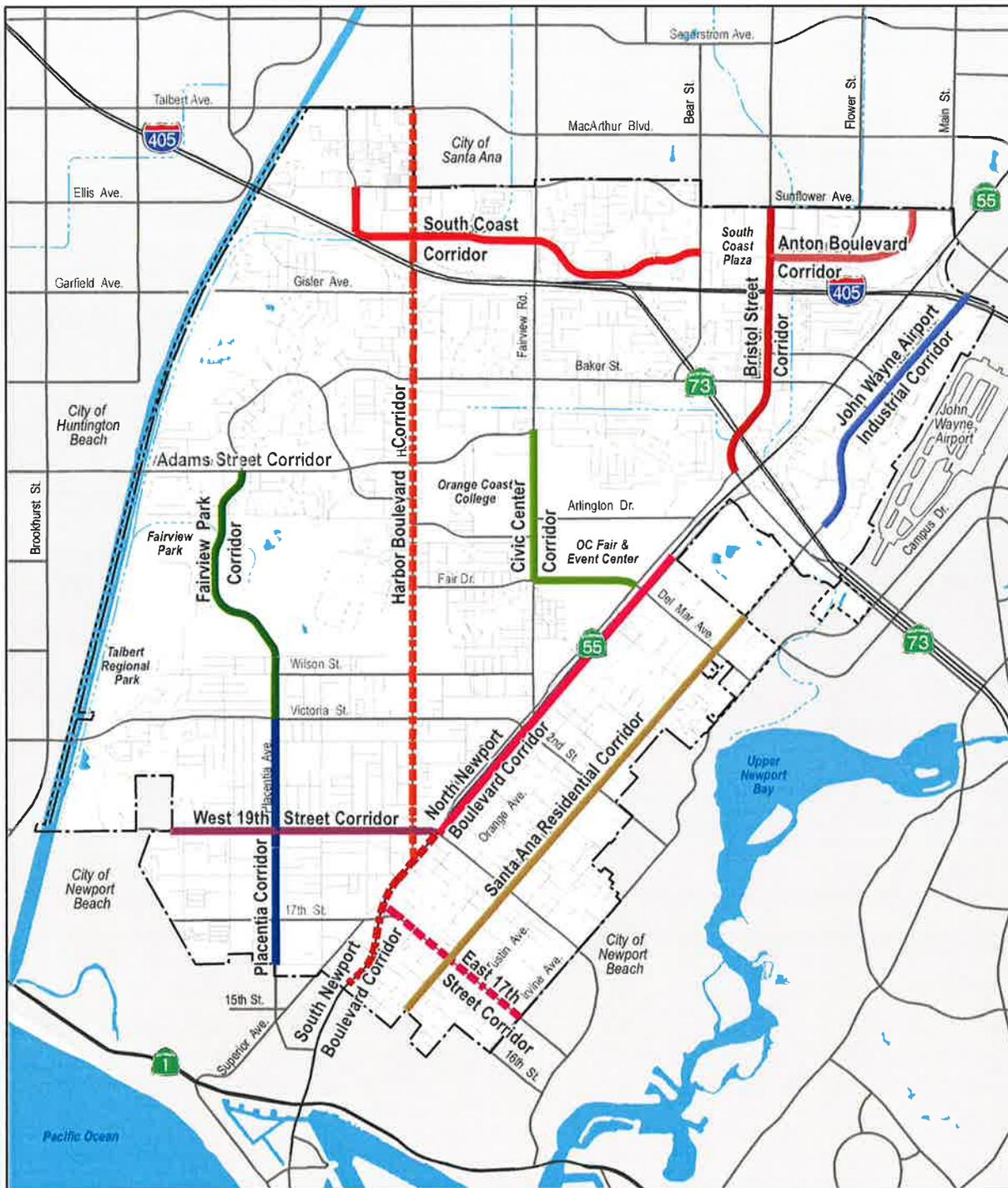
### **North Newport Boulevard Corridor**

This section of Newport Boulevard parallels SR-55 from I-405 south to where SR-55 ends at 19<sup>th</sup> Street. Prior to construction of SR-55, Newport Boulevard was the primary corridor leading through Costa Mesa into Newport Beach, and its historic character as a tourist-oriented travel route are evident in the motels and auto-oriented uses lining the corridor.

# Community Design Element



**Figure CD-1: Paths**



Source: City of Costa Mesa, 2016.

**Corridors**

- Anton Boulevard Corridor
- - - Bristol Street Corridor
- · - · - East 17th Street Corridor
- - - North Newport Boulevard Corridor
- · - · - Harbor Boulevard Corridor
- · - · - South Newport Boulevard Corridor
- - - South Coast Corridor
- West 19th Street Corridor
- Civic Center Corridor
- - - Fairview Park Corridor
- Santa Ana Residential Corridor
- John Wayne Airport Industrial Corridor
- - - Placentia Industrial Corridor



**Figure CD-2: Corridors**

## **Community Design Element**

While residential uses have been developed as infill with extension of SR-55, the predominant character is that of a commercial corridor.

### **South Newport Boulevard Corridor**

Newport Boulevard continues south from 19<sup>th</sup> Street to 15<sup>th</sup> Street into Newport Beach. This section of Newport Boulevard has a strong pedestrian scale and commercial character, with retail frontage on the east side of Newport Boulevard directly abutting the sidewalk and the larger shopping centers on the west side of Newport Boulevard providing extensive infrastructure for the accommodation and movement of pedestrians on and, off, and through the sites. Despite the breadth of Newport Boulevard and the volume this arterial supports, the collection of businesses creates a strong concentration of active uses.

### **Bristol Street Corridor**

Bristol Street stretches between the Sunflower Avenue and SR-55. Located in this corridor are two unique shopping and entertainment centers/experiences: The CAMP and the LAB, which the developer/operator has defined as “anti-mall” venues. These unique centers provide small retail and restaurant spaces for start-up and edgy business, together with indoor-outdoor social areas. The CAMP has a central green gathering area surrounded by shopping, dining, and styling businesses. The operators regularly host art, film, and music events.

### **Anton Boulevard Corridor**

Anton Boulevard extends from Sunflower Avenue to Bristol Street, with an entrance to South Coast Plaza. This corridor is a fusion of luxury apartments and hotels, combined with professional headquarters and multi-tenant office spaces in mid-rise settings. This includes the Experian Headquarters, Metro Center at South Coast Office complex, Plaza Tower, the Enclave Apartments, the Westin South Coast Plaza, and Costa Mesa Marriott Hotel. To the north of this corridor the 3400 Avenue of the Arts apartment complex and Wyndham Hotel are within walking distance to these major regional shopping and business destinations. The Noguchi Garden (a 1.6-acre public art project) sits to the south of the corridor. As of 2016, a new 250-unit luxury apartment complex is under construction within this corridor that will provide additional housing.

### **John Wayne Airport Industrial Corridor**

This corridor runs through the industrial district that abuts John Wayne Airport. While this district contains multiple secondary businesses that support the airport, the center of this corridor supports a much wider collection of industrial and offices uses. The scale is predominantly vehicular. Major uses include educational and religious institutions, wholesale and specialty service for automobiles, small light industrial spaces for startup businesses, boutique manufacturing, and supporting services.

### **Placentia Industrial Corridor**

This is the major industrial corridor within the Westside district of the City, which encompasses Placentia Avenue south of Victoria Street and north of West 16<sup>th</sup> Street. This corridor historically was an enclave for yacht manufacturing. While this industry and automobile service still have a presence, new tenants along the corridor are that of action sports development and manufacturing. Development of live/work units for the creatives who find this edgy environment and its proximity to its industry suitable for their business and lifestyles has added new vibrancy. While this location will remain an industrial center, the boutique manufacturing, entrepreneurial environment, and action sports industry niches make it a unique corridor and interesting place.

### **Fairview Park Corridor**

As Placentia Avenue continues north of Victoria Street, this industrial corridor transitions into a residential one. The corridor provides access to several residential communities, as well as access to Estancia High School, Fairview Park, and Estancia Park which is home of the oldest building in Costa Mesa, the Diego Sepulveda Adobe. Along this stretch of Placentia Avenue, residential and institutional uses represent the only development types from Victoria Street to Adams Avenue.

### **West 19<sup>th</sup> Street Corridor**

This corridor supports a diverse mix of uses that include destination locations (public parks, amenities, and the Senior Center) and an array of local services to meet the needs of residential communities around this corridor. West 19<sup>th</sup> Street includes an eclectic collection of commercial uses which predominantly address the corridor at a pedestrian scale. Mixed-use development would

## **Community Design Element**

continue the character and vision of this central commercial corridor, which will continue to transition.

### **Civic Center Corridor**

Fair Drive from Newport Boulevard to Fairview Road and Fairview Road from Fair Drive to Adams Avenue accommodate one of the densest collections of civic, institutional, and educational uses in Orange County. Within a mere 1.5 miles, you find Orange Coast Community College, Costa Mesa High School, the Orange County Fair & Event Center, Vanguard University, Civic Center Park, the Jack R. Hammett Sports Complex, and the Civic Center. This corridor provides a collection of uses of great civic pride community and benefits students who attend one of the many education facilities along the corridor.

### **South Coast Corridor**

This corridor spans from the South Coast Plaza on the east to the South Coast Collection on the west. It links two major commercial destinations and provides access to Metro Pointe at South Coast Plaza. This location has opportunity for further growth and development, as it abuts several of the few remaining large vacant lots in Costa Mesa.

### **Santa Ana Residential Corridor**

Santa Ana Avenue is a residential corridor that runs through the Eastside District; development along this corridor consists largely of low-and-medium density housing, with a few traditional single-family subdivisions taking direct access. The grid-like and elongated spatial layout of the Eastside District makes Santa Ana Avenue a major path of travel for various modes of transportation heading north or south. This residential corridor remains residential all the way into Newport Beach.

## **Districts**

Districts are those areas of Costa Mesa that have an identifiable character due to building architecture, neighborhood design, streetscape, and land use. A district is an integral part of a larger urban area, with common characteristics that make it unique from other areas of the community. Distinguishing features may include building type, use, activity, and/or topography. Figure CD-3: Districts illustrates these districts' fuzzy boundaries. Specific descriptions of these districts are provided below.

## **Community Design Element**

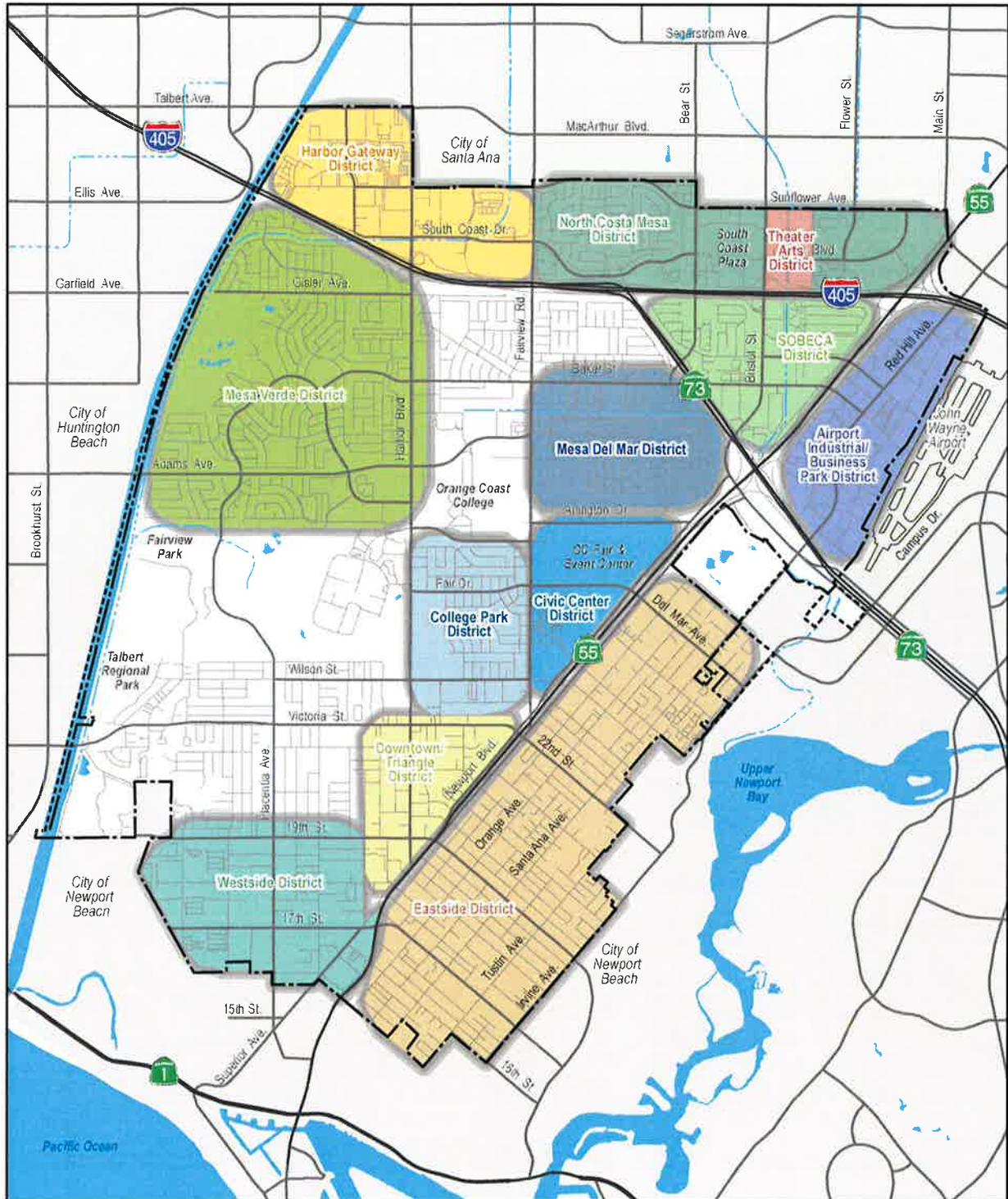
### **Eastside**

The district contains a mix of single-family and multifamily homes on large lots. Many neighborhoods have experienced substantial private redevelopment, with the original homes replaced by larger homes. In other areas, developers have purchased properties, torn down the original residence(s), and built townhomes or small-lot developments. The Land Use Element discusses issues associated with this district related to the typical narrow, deep lots and lot consolidation.

### **Westside**

This area is characterized by a mix of residential, commercial, and industrial uses. The Westside District is also the origin and home for the action sports industry which incubated and matured within Costa Mesa. This district includes a variety of traditional housing, as well as non-traditional live/work developments that support the edgy creatives who desire to live in this confluence of production, design, and manufacturing.

# Community Design Element



**Districts**

- Airport Industrial/Business Park District
- Civic Center District
- College Park District
- Downtown/Triangle District
- Eastside District
- Harbor Gateway District
- Mesa Del Mar District
- Mesa Verde District
- North Costa Mesa District
- SOBECA District
- Theater Arts District
- Westside District

Source: City of Costa Mesa, 2016.



**Figure CD-3: Districts**

### **Mesa Verde**

Mesa Verde has an eclectic mix of residential densities and housing types. Homes closer to the Mesa Verde Golf Course are much larger and at lower residential densities than those closer to Harbor Boulevard and I-405. The commercial uses along Adams Avenue and Harbor Boulevard provide the personal service uses and retail and food spaces for residents living in this district.

### **College Park**

The homes within this district are a mix of residential densities and architectural types. The majority of the units are higher residential density complexes located along Newport Boulevard, Wilson Street, and Victoria Street. This district also includes College Park, an older single-family residential tract.

### **Mesa del Mar**

This district contains mostly single-family residential tracts, with higher residential densities near arterial roadways. Pockets of commercial uses have been developed along Baker Street.

### **SoBECA**

This district consists of programmatic spaces that allow for experiential shopping and dining activities at the LAB and the CAMP. It is a unique area in transition, with a variety of residential housing options encircling multiple destination locations, including microbreweries, nightclubs, “anti-malls”, hotels, and artisanal restaurants.

### **North Costa Mesa**

This district is the major economic heart of the City. South Coast Plaza and other commercial and office establishments provide shopping, entertainment, hospitality, and high-rise office space that serve local, regional, national, and international markets. Key developments include Plaza Tower, Center Tower, South Coast Metro Center, South Coast Metro Pointe, South Coast Repertory, and the Segerstrom Center for the Arts. This district is Costa Mesa’s primary commercial and cultural center. The residential areas in this district include mostly single-family residential neighborhoods, with some multi-family developments as well.

## Community Design Element

### Theatre Arts District

This well-defined district exhibits a collection of the finest theatrical venues in Orange County. This rare clustering of art venues consists of the South Coast Repertory Theater, as well as the Segerstrom Center for the Arts, which consist of five venues: Renee and Henry Segerstrom Concert Hall, Samueli Theater, Segerstrom Hall, Judy Morr Theater, and the Arts Plaza. The Theater Arts District provides access to art with art installations throughout the district, including the Noguchi Garden and the Orange County Museum of Art. Supporting uses include several professional office towers such as the Center Tower and Plaza Tower, the two tallest buildings in Costa Mesa.



*South Coast Plaza is located in the North Costa Mesa district.*

### Downtown/Triangle

The Triangle is located at one of the busiest intersections in Costa Mesa, where Newport Boulevard and Harbor Boulevard intersect. The Triangle is an activity hub intended to draw both local and regional visitors. It sits in the heart of Costa Mesa's downtown, which runs along Newport Boulevard and 19<sup>th</sup> Street. This area includes a variety of pedestrian scale retail spaces, fine restaurants, a movie theatre, and nightclubs.

### Harbor Gateway

This district is characterized by large-sized industrial and office buildings, including the Automobile Club and Whittier Law School. It is vehicular in scale and has an office park character, with ample landscaping and large multi-story building complexes. In 2015, Vans acquired an office building in this district to become the corporate headquarters of one of the nation's top lifestyle retailers.

*Whittier Law School is located in the North Industrial/Business Park district at the southwest corner of Sunflower Avenue and Harbor Boulevard.*



#### **Airport Industrial/Business Park**

John Wayne Airport is located in unincorporated Orange County and just east of Costa Mesa. Given the presence of the airport and abutting freeways, this location provides industrial and office space with excellent access and circulation. Land uses within this area are industrial, office, and commercial in nature, housed in low-scale buildings due to the presence of the airport.

#### **Civic Center District**

The area is the primary cultural, educational, and civic center district of Costa Mesa. The OC Fair & Event Center which includes the OC Fairgrounds, Pacific Amphitheatre, OC Marketplace, and Centennial Farm, along with the Civic Center, and Orange Coast College, represent major institutional uses that encompass significant open spaces and active recreation area. Vanguard University, adjacent to the Civic Center, includes private open spaces on the campus.

## **Nodes**

A “node” is an important point where people gather and/or where paths converge, thus providing higher-than-typical levels of activity. Costa Mesa has three classifications of nodes:

- 1) Entry nodes, which function as focal points of identity between Costa Mesa and adjacent cities

## **Community Design Element**

- 2) Internal nodes, which identify locations of two major converging paths and destinations
- 3) Activity nodes, which are intersections of path, focal points of highest activity, provide immediate access to destination locations, and/or have a concentration of specialty uses

All of these nodes are identified and displayed on Figure CD-4: Nodes.

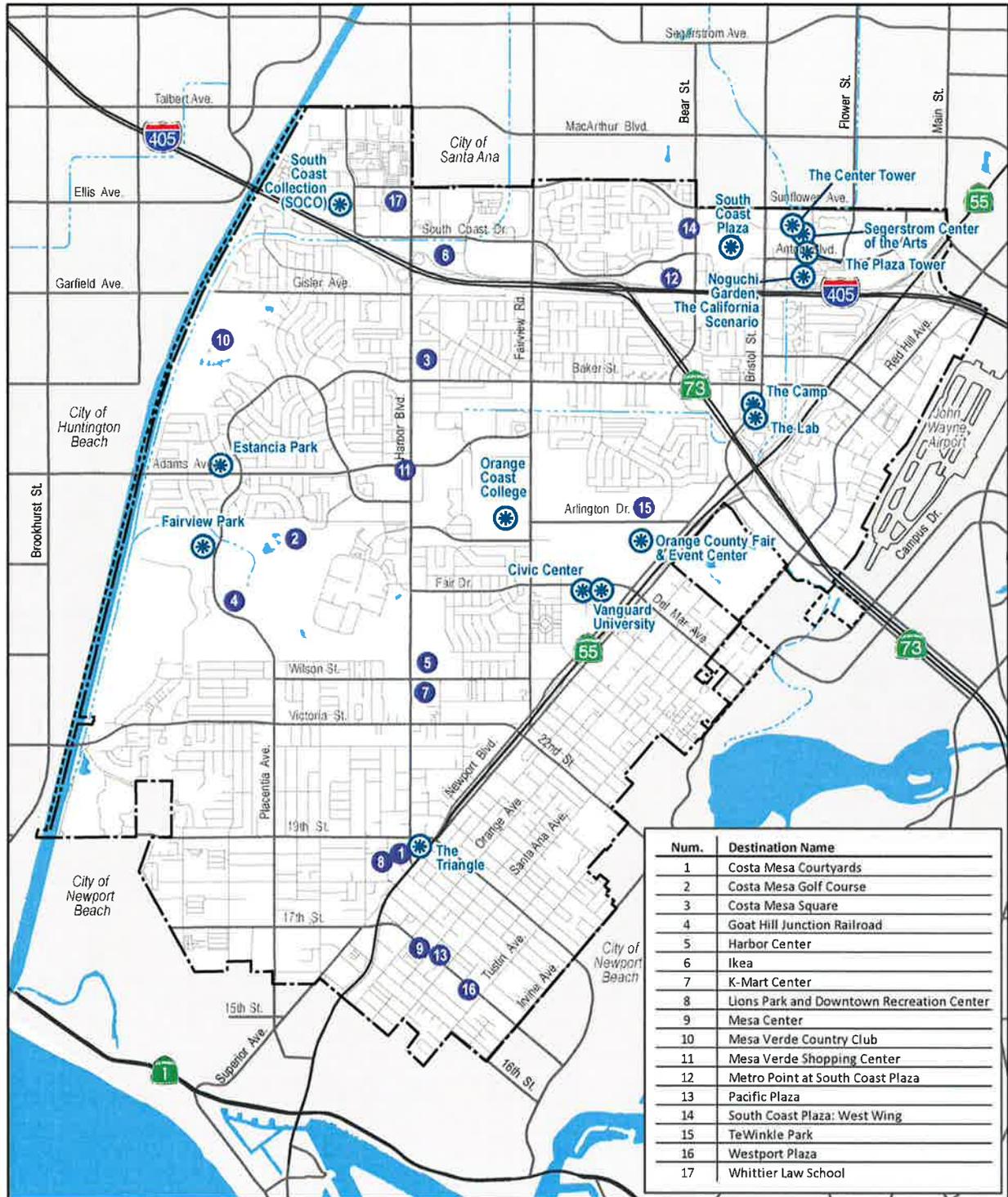
## **Destinations and Landmarks**

A “destination” is a particular use which generates special purpose trips and increases regional attraction. A destination can be a successful retail cluster or rare specialty use. Destination locations are shown on Figure CD-5: Destinations and Landmarks.

A “landmark” is a physical element that provides a point of reference or serves as a community identity marker. A landmark can be a structure, space, or natural feature that helps identify a particular area in the City.



# Community Design Element



Landmarks and Destinations



Landmark



Destination

(See inset table for name of destination)

Source: City of Costa Mesa, 2013.



## Figure CD-5: Destinations and Landmarks

Almost all important landmarks in Costa Mesa are also destination locations (see Table CD-2: *Landmarks*).

**Table CD-2: Landmarks**

Landmark	Name
Sign, Covered Pedestrian Bridge, Carousel	South Coast Plaza
Unique and Identifiable Architecture	Segerstrom Center for the Arts: Segerstrom Hall, Renée and Henry Segerstrom Concert Hall, Samueli Theater, Judy Morr Theater, Arts Plaza
Unique and Identifiable Architecture	South Coast Repertory
Tallest Building in Costa Mesa	The Center Tower
Unique and Identifiable Architecture	The Plaza Tower
Artistic Common Space	Noguchi Garden
The Sign and Mall Design	The Lab and The Camp
The Freeway Sign and Mall Design.	South Coast Collection (SOCO)
Diego Sepulveda Adobe	Estancia Park
Clock Tower, Logo	Orange Coast College
Ferris Wheel, Centennial Farms, Sign	OC Fair and Event Center
Tower	Vanguard University
City Hall	Civic Center
The Dome and Spire	The Triangle
Natural Wetlands, Pedestrian Bridge, Goat Hill Train Station	Fairview Park

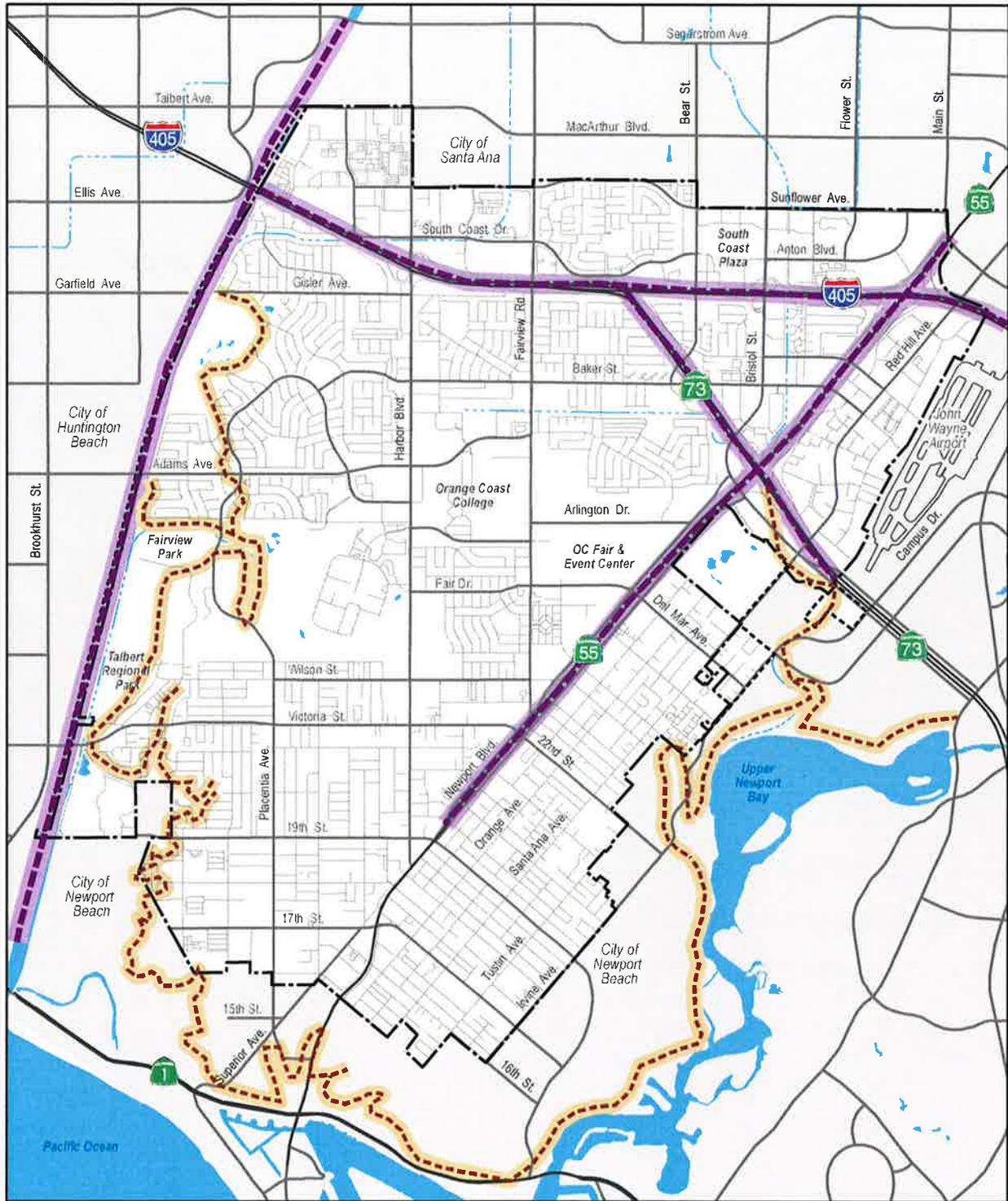
## Edges

Edges are linear elements that serve as a visual or physical boundary, barrier, or transition between districts and that define the boundaries of a place.

Elements such as freeways, flood channels, and natural features and landforms may be considered edges (See Figure CD-6: *Edges*). Edges within or abutting Costa Mesa include:

- Santa Ana River
- San Diego Freeway (I-405)

# Community Design Element



- Edges**
- Hard Edge
  - Natural Edge

Source: City of Costa Mesa, 2016.



**Figure CD-6: Edges**

- Corona Del Mar Freeway (SR-73)
- Costa Mesa Freeway (SR-55)
- John Wayne Airport (Unincorporated Orange County)
- Mesa Landforms (Costa Mesa and Newport Beach)

### Public Realm Focus

The public realm focuses on the physical features and design that occurs on public rights-of-way, including public streets, sidewalks, medians, parks, and other public spaces. These spaces provide efficient and aesthetically pleasing paths and corridors, create context for existing districts, soften existing edges provide access to destinations and landmarks, and enrich all nodes throughout the City. The City has adopted streetscape and median development standards designed to build a public realm that is aesthetically pleasing and creates efficient paths throughout the City. This also includes the development and maintenance of welcoming signs at entry nodes and way-finding signs at internal and activity nodes.



*Monument sign on Newport Blvd at 19<sup>th</sup> Street greets residents and visitors to Costa Mesa.*

## Design Strengths and Opportunities

### *Design Strengths*

- Along the City’s western boundary and looking south toward the Pacific Ocean, the coastline creates a distinctive visual background. Views of the Pacific coast enhance the visual quality of districts within the viewshed.
- Talbert Regional Park and its extensive natural areas provide an important visual reminder of the local landscape prior to urbanization and create a soft western edge of the City.
- Fairview Park works together with Talbert Regional Park to soften the urban landscape. The park’s trails and recreational facilities are a community strength.



*Fairview Park includes expansive open spaces accessible by trails.*

- Neighborhood parks and the golf courses provide open spaces and recreational opportunities.
- South Coast Plaza, The Triangle, and the OC Fair & Event Center are major visual landmarks.
- The Segerstrom Center for the Arts and South Coast Repertory provide focal points for the local performing arts community and serve as a major culture and arts hub for all of Orange County.
- The Santa Ana River’s strength is a potential enhanced water resource. It offers recreation along the multiuse trail that extends along the western edge of the City.

*South Coast Metro includes a collection of high-rise office towers and the Segerstrom Center for the Arts venues.*



### *Design Opportunities*

- Streetscape enhancements (public realm) can contribute significantly to improving and maintaining the visual quality of major arterial and secondary arterial streets through implementation of the City's Streetscape and Median Development Guidelines. The Guidelines include a comprehensive street tree palette and development standards.
- Improve the design of signs along major corridors and the public realm by adopting sign design guidelines and putting in place incentives for the removal of nonconforming signs.
- Continue to add new gateway treatments at City entry nodes.
- Continue to implement adopted specific plans, urban plans, design guidelines, and other policy documents that contribute to the design quality of new development.
- **Consider** Preparation of design guidelines for new developments along major corridors and the public realm to ensure that such development contribute to the overall enhancement of Costa Mesa's image.

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## **Key Issues**

### *Lack of Visual Interest*

Overall, Costa Mesa lacks a strong visual image in terms of definition as a distinct place. Some of the districts lack a clear identity that distinguishes them from other areas in the City. Districts should be unified through design approaches. Paths are challenged by sign clutter, blank walls, and absence of streetscape amenities. Commercial paths should have a unified identity that promotes a positive image of the City. More emphasis should be given to enhancing the image of neighborhoods that lack sufficient visual interest in building elevations, massing, landscaping, and lighting. Natural viewsheds are not optimized.

### *Residential Transition and Neighborhood Character*

Within the Eastside Residential District, the transition of properties from single-story homes on large lots (with architectural styles dating to the 1950s and '60s) to two-story houses, as well as townhome developments, has changed the character of many neighborhoods. Some long-time residents have remarked that residential densities, building architecture, and massing that define the overall character of the district should be preserved.

### *Lack of Corridor Continuity*

Harbor Boulevard lacks continuity of visual quality and has multiple identities. The commercial path is fragmented and contains a mix of land uses with no identifiable character. Even though new landscape medians have been installed, in several areas in the City, landscaping remains substandard along many stretches. Along many of the City's commercial corridors, inconsistent sign styles, colors, and sizes create visual obstructions and clutter.

### *Entry Nodes*

The multiple entry nodes to Costa Mesa do not effectively announce arrival into Costa Mesa. The City's signage needs a conceptual redesign and evaluation of the most effective approach to entrance signage into the City. Entry nodes with currently no signage in need of enhancement include Newport Boulevard/15<sup>th</sup> Street, Bristol Street/Sunflower Avenue, and East 17<sup>th</sup> Street/Irvine Avenue.

### *Industrial Properties*

Industrial uses, particularly on the west side of the City, occupy prominent locations with proximity to the coast. Some industrial uses are adequately maintained or participate in valued industrial niches like the Westside’s action sports industry. They require this proximity to effectively conduct business. Screening and rehabilitation should be implemented in a strategic manor so as to not negatively impact this areas successful industrial niches and continue to support the maturing trend of creative enhancement to industrial districts.

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## Goals, Objectives, and Policies

Physical elements such as landscaping, architecture, signs, streets, and open spaces collectively form Costa Mesa’s visual environment and character. Through the implementation of these goals, objectives, and policies, the City aims to gradually improve the visual environment and character of Costa Mesa to achieve the high level of quality desired.

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### **Goal CD-1: Vehicular and Pedestrian Corridors**

Strengthen the image of the City as experienced from sidewalks and roadways.

**Objective CD-1.1**      *Contribute to City beautification by enhancing the visual environment of Costa Mesa’s vehicular and pedestrian paths and corridors.*

**Policy CD-1.A**      Implement the City of Costa Mesa Streetscape and Median Development Guidelines in all new streetscape corridor and parkway projects. Coordinate with new development adjacent to public rights-of-ways to integrate landscape features and design elements consistent with the streetscape standards and recommendations.

**Policy CD-1.B**      Coordinate street furniture elements (benches, bus shelters, newspaper racks, trash receptacles, kiosks, etc.) whenever possible. **Develop design standards and guidelines for the street furniture within and**

## Community Design Element

adjacent to public rights-of-way to complement the specific recommendations provided for streets in the City of Costa Mesa Streetscape and Median Development Guidelines.

**Policy CD-1.C** Promote treatments for walls and fences and utility cabinets along public rights-of-way that contribute to an attractive street and sidewalk environment. Require that new walls and fences complement the style and character of the local district and adjacent buildings. Newly constructed or reconstructed walls and fences adjacent to sidewalks and roadways should incorporate architectural treatments such as pilasters, masonry or wrought iron, and should integrate tiered plantings to soften their appearance.

**Policy CD-1.D** ~~Promote~~ ~~Require~~ a consistent landscape character along City streets to reinforce the unique qualities of each corridor and district, including the development of landscaped medians. Support implementation of the recommended street tree palette for each City street, as identified in the City of Costa Mesa Streetscape and Median Development Guidelines.

**Policy CD-1.E** Encourage electric and communication lines to be placed underground and electrical substations and telephone facilities to be screened to minimize visual impacts from sidewalks, streets, and adjacent properties. Support utility undergrounding through conditions of project approval, preparation of undergrounding plans, and the formation of assessment districts.

**Objective CD-1.2.** *Encourage clear connections between districts within the City.*

**Policy CD-1.F** Promote linkages between separate districts using bike trails, pedestrian paths, common medians or parkway landscaping, and other location-appropriate physical improvements. Through conditions of approval, public improvement projects, and other measures, support development of new connections and the enhancement of existing connections between districts.

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## Goal CD-2: Cohesive and Identifiable Districts

Enhance the existing character and strengthen the identity of Costa Mesa's districts.

**Objective CD-2.1**      *Encourage future development and redevelopment to reinforce district scale, identity, and urban form.*

**Policy CD-2.A**      Consider ~~Adopt~~ urban design guidelines for each identified district in Costa Mesa that recognizes, maintains, and enhances the character and identity of each district; integrate existing specific plans' policies and design guidelines as applicable.

**Policy CD-2.B**      Support and seek land uses and development that correspond or enrich our existing districts.



*Districts should include identifiable and consistent design themes through architecture, landscaping, and signage.*

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## Goal CD-3: High Quality and Visually Interesting Nodes

Heighten the design quality and visual interest of nodes within Costa Mesa.

**Objective CD-3.1.** *Create a sense of arrival to Costa Mesa, and develop prominent community focal points at key nodes within the City.*

**Policy CD-3.A** Introduce entry monument signs at key gateway locations, as identified in Figure CD-4. Utilize the standard design specifications for entry signs included in the City of Costa Mesa Streetscape and Median Development Guidelines.

**Policy CD-3.B** Reinforce a sense of arrival into the City by promoting architecturally significant development and significant landscape plantings at key nodes. Undertake a visioning process to develop specific design guidelines that articulate the desired character for each node within Costa Mesa.

**Policy CD-3.C** Design and development of entry and internal way finding signage to be located throughout the City that corresponds to the existing nodes and districts.

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## Goal CD-4: Identifiable and Protected City Landmarks.

**Objective CD-4.1.** *Promote the maintenance, use, and improvement of landmarks to enhance the visual image and identity of Costa Mesa.*

**Policy CD-4.A** Support efforts to introduce new monuments and landmarks, and preserve, maintain, and improve the condition of Costa Mesa landmarks.

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## Goal CD-5: Edges

Utilize Costa Mesa's edges as opportunities to enhance the City's image along its boundaries.

**Objective CD-5.1.** *Develop and implement programs that preserve and enhance City edges.*

**Policy CD-5.A** Preserve and optimize natural views and open spaces in Costa Mesa.

**Policy CD-5.B** Control the visual impacts of new development on natural views of the coast and the wetlands.

**Policy CD-5.C** Develop open space corridors and trails along the edges of Costa Mesa where feasible.

**Policy CD-5.D** Continue to preserve natural open space, including restoration of the natural areas of Talbert Regional Park.

**Community Design Element**

**Policy CD-5.E** Continue protection of Fairview Park as an open space and recreation area.

**Policy CD-5.F** Continue to work with Caltrans to improve the design quality of freeway edges.

**Goal CD-6: Image**

Enhance opportunities for new development and redevelopment to contribute to a positive visual image for the City of Costa Mesa and consistent with district image.

**Objective CD-6.1.** *Establish development policies and design guidelines that create an aesthetically pleasing and functional environment.*

**Policy CD-6.A** Encourage the inclusion of public art and attractive, functional architecture into new development that will have the effect of promoting Costa Mesa as the “City of the Arts.”

**Policy CD-6.B** Encourage the use of creative and well-designed signs that establish a distinctive image for the City.

**Policy CD-6.C** Continue to work with Code Enforcement to ensure continued maintenance of properties and compliance with adopted development standards.

**Goal CD-7: Quality Residential**

Promote and protect the unique identity of Costa Mesa’s residential neighborhoods.

**Objective CD-7.1** *Encourage excellence in architectural design.*

**Policy CD-7.A** Ensure that new and remodeled structures are designed in architectural styles that reflect the City’s eclectic quality, yet are compatible in scale and character with existing buildings and the natural surroundings within residential neighborhoods. Continue to update and maintain the Costa Mesa Residential Guidelines.

- Policy CD-7.B** Preserve the character and scale of Costa Mesa’s established residential neighborhoods where possible; when new residential development is proposed, ~~encourage~~ **require** that the new structures are consistent with the prevailing character of existing development in the immediate vicinity, and that new development does not have a substantial adverse impact on adjacent areas.
- Objective CD-7.2.** *Encourage the use of native plant palettes in the creation of landscaping plans used to establish a sense of place in neighborhood identification efforts.*
- Policy CD-7.C** Ensure that California native plants are used to support the local ecology and save water. Develop landscaping guidelines that reflect the local community.

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## Goal CD-8: Quality Commercial Development

Achieve a high level of design quality for commercial development.

- Objective CD-8.1.** *Encourage high level of architectural and site design quality.*
- Policy CD-8.A** Require that new and remodeled commercial ~~development structures and properties~~ be designed to reflect architectural diversity, yet be compatible with the scale and character of the district.
- Policy CD-8.B** Use distinctive commercial architectural styles to reinforce a positive sense of place. Commercial architectural design elements and materials must be of high quality and style as well as suitable for long-term maintenance. Consistent architectural design should be considered in choosing materials, finishes, decorative details, color, accent features and include the following elements and materials appropriate for their context (see Table CD-3: Elements and Materials):

## Community Design Element

### Table CD-3: Elements and Materials

Design Elements	Design Materials
<ul style="list-style-type: none"><li>▪ Simple, multi-planed pitched roofs</li><li>▪ Open rafters/tails with large overhangs</li><li>▪ Appearance of “thick” walls</li><li>▪ Courtyards, arcades, and intimate spaces</li><li>▪ Tile details</li><li>▪ Deep-set window and door openings</li><li>▪ Offset wall planes</li><li>▪ Fountains and other unique details</li><li>▪ Building masses with the incorporation of one and two story architecture</li><li>▪ Sequencing of enclosed space/arches</li></ul>	<ul style="list-style-type: none"><li>▪ Stucco, smooth, sand or light lace finish</li><li>▪ Wood, as an exposed structural material</li><li>▪ Clay or concrete roof tiles</li><li>▪ Native fieldstone</li><li>▪ Wood window casements</li><li>▪ Wood, as an accent material</li><li>▪ Brick, as an accent material</li><li>▪ Wrought iron (rust proof; anodized aluminum)</li><li>▪ Tile, as an accent material</li><li>▪ Slumpstone garden walls</li></ul>



*Commercial spaces should promote pedestrian amenities, including outdoor dining areas.*

## Community Design Element

- Policy CD-8.C** Encourage the use of entrance patios, courtyards, plazas, arcades, fountains, porches, tower elements, covered walks, and other features in commercial areas. Promote pedestrian amenities.
- Policy CD-8.D** Ensure that common areas, walkways, driveways, and parking spaces be landscaped consistent with landscaping standards contained in the Planning, Zoning, and Development Code. Utilize landscaping to provide project amenities for new and remodeled commercial uses, and to screen parking and equipment areas. Landscaped areas generally should incorporate planting utilizing a three-tiered system: 1) grasses and ground covers, 2) shrubs and vines, and 3) trees.
- Policy CD-8.E** Ensure that site access, parking, and circulation for commercial uses are designed in a logical, safe manner. Parking should not dominate the site in areas adjacent to street, and should be well landscaped with a clear hierarchy of circulation. Wherever possible, parking lots should be divided into a series of connected smaller lots utilizing walkways and raised landscape strips. Parking lots should also include landscaping that accents the importance of driveways from the street, frames the major circulation aisles, and highlights pedestrian pathways.
- Policy CD-8.F** Require that areas for outside equipment, trash receptacles, storage, and loading areas be located in the least conspicuous part of the site. Utility and mechanical equipment (e.g. electric and gas meters, electrical panels, and junction boxes) should be concealed from view from public streets, neighboring properties, and nearby higher buildings. Trash enclosures should be architecturally compatible with the project. Landscaping should be incorporated into the design of trash enclosures to deter graffiti.
- Policy CD-8.G** Encourage decorative paving treatments to be incorporated throughout commercial developments, including driveway entries, pedestrian walkways, plazas, and other areas. The design, materials, and colors of decorative paving treatments (e.g., stamped

**Community Design Element**

concrete, stone, brick or granite pavers, exposed aggregate, or colored concrete) should complement the architectural style of the primary buildings and make a positive contribution to the aesthetic and function of the site.

**Policy CD-8.H** Require that exterior lighting on commercial properties be consistent with the architectural style of the commercial building. On each commercial site, all lighting fixtures should be from the same family of fixtures with respect to design, materials, color, fixture, and color of light. Lighting sources should be shielded, diffused or indirect to avoid spillover on adjacent properties, nighttime sky light pollution, and glare to pedestrians and motorists. To minimize the total number of freestanding light standards, wall-mounted and pathway lights should be utilized to the greatest extent possible.

**Objective CD-8.2.** *Preserve the scale and character of established neighborhoods near commercial uses.*

**Policy CD-8.I** Ensure that new commercial development utilize site planning and design features that optimize compatibility with adjacent residential neighborhoods. The following guidance should be considered:

- When adjacent residential and nonresidential uses can mutually benefit from connection, appropriate linkages (e.g., walkways, common landscape areas, and building orientation) are encouraged. Successful interaction between commercial and residential uses may be achieved through adequate setbacks, landscape buffers, screening, decorative masonry walls, berms, building orientation, and limitations of commercial activities.
- Loading areas, access and circulation driveways, trash and storage areas, and rooftop equipment should be located as far as possible from adjacent residences.

- Building orientation and landscaping of commercial buildings should minimize direct lines of sight into adjacent residential private open space.

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## Goal CD-9: Mixed Use

Promote development of mixed-use projects that seamlessly integrate multiple uses both functionally and aesthetically.

**Objective CD-9.1.**      *Design mixed use development projects to achieve a high quality character.*

**Policy CD-9.A**      Require that mixed-use development projects be designed to mitigate potential conflicts between uses. Consider noise, lighting, and security.

**Policy CD-9.B**      Provide adequate parking, open space and recreational facilities to serve residents in mixed-use development projects. Design parking and other areas to acknowledge different users (residents versus shoppers) and to be compatible with the architectural character of the building(s).

**Objective CD-9.2.**      *Provide for the development of projects that integrate housing with commercial uses and other compatible uses.*

**Policy CD-9.C**      Encourage mixed-use development along the east side of Newport Boulevard between Mesa Drive and Walnut Street. Establish incentives for the development of projects in planned development zones that integrate housing with retail and office uses.

**Policy CD-9.D**      Encourage the development of mixed-use urban villages along specified areas of West 17<sup>th</sup> Street, West 19<sup>th</sup> Street, and Superior Avenue that integrates residential with office, retail, business services, personal services, public spaces and uses, and other community amenities in a single building (vertical mixed-use development) or in proximity on the same site (horizontal mixed-use development).

## Community Design Element

**Policy CD-9.E** Promote new types of urban housing that could be target-marketed to people seeking alternative housing choices in proximity to a major commercial area.

**Policy CD-9.F** Support efforts to mix compatible uses and activities. Encourage the siting of community-oriented services, businesses, and amenities in and near mixed-use neighborhoods, including schools, libraries, open space and parks including "tot lots," and commercial uses.

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### Goal CD-10: Industrial and Business Parks

Promote quality design approaches for the redevelopment of existing industrial buildings, encourage the design to incorporate or provide flexibility for the needs of emerging types of industrial uses, and strive to match design with overall character of node, corridor, or district if applicable.

**Objective CD-10.1.** *Require that industrial and business park projects meet high-quality design standards.*

**Policy CD-10.A** Require that industrial projects be designed to convey visual interest and a positive image. Architectural qualities and design elements for industrial uses encouraged are:

- Building modulation indentations and architectural details
- Building entry accentuation
- Screening of equipment and storage areas
- Landscaping to soften building exteriors and to serve as a buffer between uses

**Policy CD-10.B** Encourage that the design of industrial buildings consider the visual and physical relationship to adjacent uses. An industrial structure which dominates its surrounding environment by its relative size shall generally be discouraged.

**Policy CD-10.C** Encourage adaptive reuse of existing industrial structures which results in rehabilitated buildings with distinctive and attractive architecture.

**Policy CD-10.D** Promote the use of materials and colors that produce diversity and visual interest in industrial buildings. The

use of various siding materials (i.e., masonry, concrete texturing, cement or plaster) can produce effects of texture and relief that provide architectural interest.

**Policy CD-10.E**

Require that landscaping be used to define areas such as entrances to industrial buildings and parking lots; define the edges of developments; provide transition between neighboring properties; and provide screening for outdoor storage, loading, and equipment areas. Landscaping should be in scale with adjacent buildings and be of an appropriate size at maturity to accomplish its intended purpose.

**Policy CD-10.F**

Require that the design of lighting fixtures and their structural support be of a scale and architectural design compatible with on-site industrial buildings. Large areas should be illuminated to minimize the visual impact and amount of spillover light onto surrounding projects.

**Objective CD-10.2**

*Ensure that the development of industrial projects are positive additions to the City's community setting and do not result in adverse impacts with adjacent uses.*

**Policy CD-10.G**

Require industrial projects to incorporate landscape setbacks, screening walls, and/or other elements that mitigate negative impacts with adjacent uses.

**Policy CD-10.H**

Protect transitional areas between industrial and other uses.

**Policy CD-10.I**

Storage yards, parking areas, and service areas should be screened from public view.

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## **Goal CD-11: Attractive Signs that Reflect Costa Mesa**

Ensure that signs contribute positively to Costa Mesa's image and overall economic development.

**Objective CD-11.1.**

*Facilitate the installation of signs that contribute to a positive image of the public realm.*

**Community Design Element**

- Policy CD-11.A**      Encourage homeowners' associations and neighborhoods to maintain housing tract entrance signs in an attractive condition, and encourage the placement of such signs at the entrance of major developments which do not have such identification.
- Policy CD-11.B**      Encourage the use of common design elements in signs for commercial and industrial centers through the development of planned sign programs to improve center identity by publicizing the benefits of such programs to developers and local business operators.
- Policy CD-11.C**      ~~Encourage~~ ~~Develop~~ citywide sign design guidelines that promote creativity and flexibility while upholding design quality. Design guidelines could include the design and placement of business signs, public street graphics, street signs, locational and directional signs, traffic signs, etc.
- Policy CD-11.D**      Introduce distinctive entry signage within the Costa Mesa Streetscape and Median Development Guidelines which effectively announces arrival to unique districts and neighborhoods.
- Policy CD-11.E**      Develop and design signage that helps with way-finding throughout the City so visitors and residents can easily access destination locations and identify landmarks.

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**Goal CD-12: Public Safety through Design**

Use design approaches to enhance public safety.

**Objective CD-12.1.**      *Incorporate public safety considerations into community design.*

**Policy CD-12.A**      Decrease the opportunity for criminal activity by addressing high-risk circumstances (e.g., dark alley, enclosed stairwell, and dark entrances). Involve the Police and Fire Departments in reviewing and making design recommendations during the project review process.

**Policy CD-12.B**      Continue to implement and refine development standards and/or guidelines based on Crime

## **Community Design Element**

Prevention Through Environmental Design (CPTED) for new development and redevelopment with emphasis on site and building design to minimize vulnerability to criminal activity.

### **Policy CD-12.C**

Continue to provide CPTED training to City staff and local planning and design professionals to optimize public safety through community design.



*TeWinkle Park*

## Chapter 10:

# Open Space and Recreation Element

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### Introduction

Open spaces, recreation programs, and cultural arts contribute significantly to the quality of life in Costa Mesa. With its high-quality park facilities and comprehensive community service programs, Costa Mesa offers many opportunities for residents and visitors to practice healthy living and engage in community-building activities.

Parks and community-serving facilities enhance the quality of life for residents and are important components of complete and sustainable neighborhoods. Accessible parks provide places to play, exercise, spend time with friends and neighbors, or just relax and reflect. This Open Space and Recreation Element provides the policy framework to ensure that open space and recreation

## Open Space and Recreation Element

resources in the City are preserved and maintained. Open space in Costa Mesa includes neighborhood and community parks, County-owned regional recreation facilities, institutional land uses, and golf courses.

### Purpose

The purpose of the Open Space and Recreation Element is to sustain the network of open space and recreation resources for today's residents and future generations. The goals, policies, and objectives contained in this element aim to protect, maintain, and enhance open spaces for all purposes and to meet recreation needs. This also describes how Costa Mesa can promote the City's identity as a City of the Arts.

## Park and Recreation System

Costa Mesa's inventory of open space and recreation resources includes a diversity of facilities, ranging from highly developed, active recreation sites to low-activity, passive open spaces. The existing network of open space and recreation facilities is illustrated in Figure OSR-1, *Parks and Open Space Inventory*, and inventoried in Table OSR-1, *Parks and Open Space Inventory*.

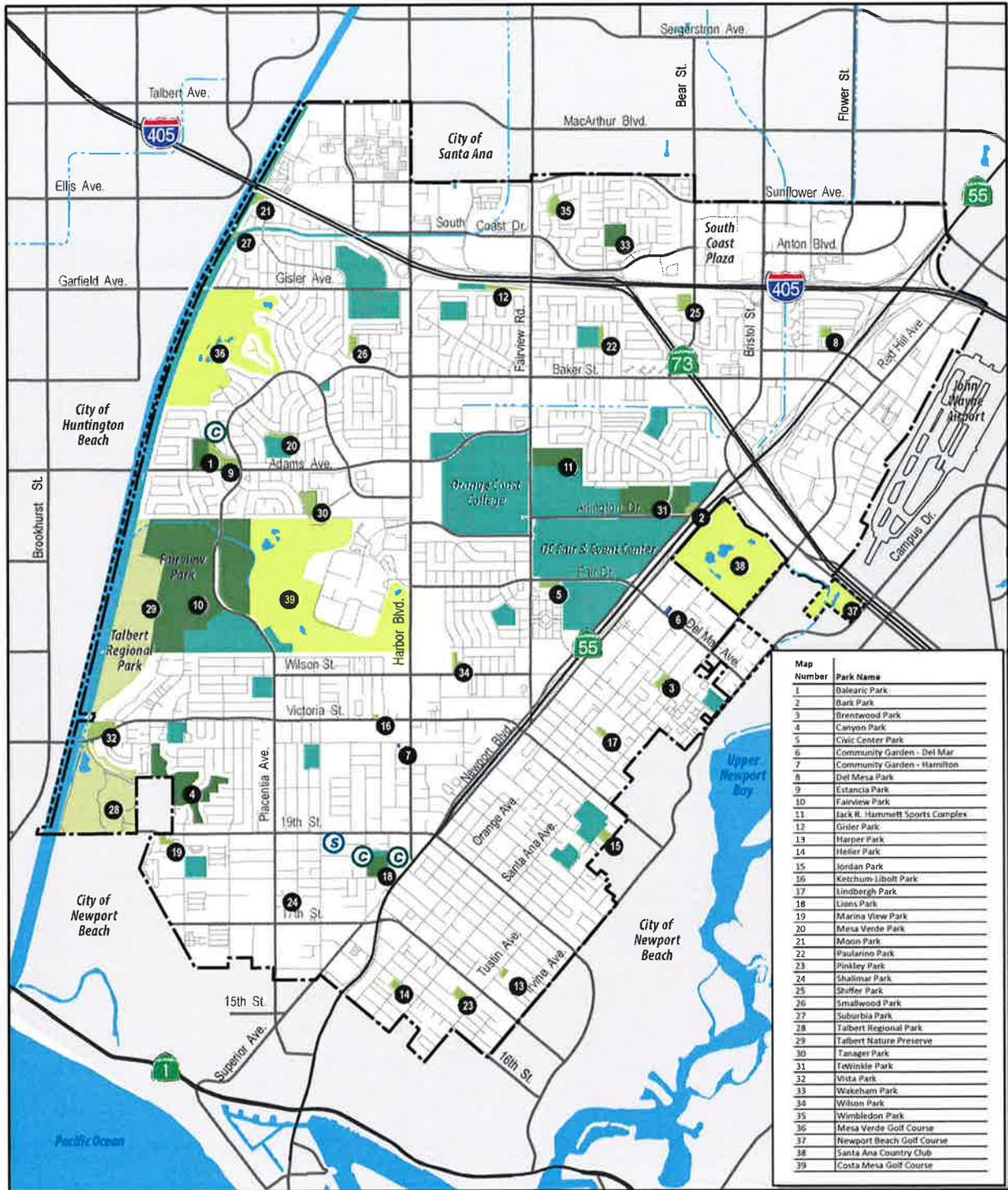
**Table OSR-1: Park and Open Space Inventory**

Facility Name	Acreage
Neighborhood and Community Parks	415.19
Regional Nature Preserve (Talbert Regional Park)	211.00
Institutional Uses <sup>1</sup>	763.03
OC Fair & Event Center	150.04
Open Space Easements	6.19
Golf Courses <sup>2</sup>	379.70
<b>Total</b>	<b>1,925.15</b>

Notes: 1) *Includes schools, colleges, public facilities, Civic Center, Santa Ana River right-of-way, Fairview Development Center, and other public and institutional uses.*

2) *Includes acres of golf courses within the City of Costa Mesa only. Acreages do not include Santa Ana Country Club and Newport Beach Golf Course.*

# Open Space and Recreation Element



## Parks and Open Space Inventory

- Neighborhood Parks
- Community Parks
- Orange County Parks
- Golf Courses
- Community Gardens
- Public Facilities and Institutional Uses

## Community Centers

- S Senior Center
- C Community and Recreation Centers

## City Boundaries

- City Boundary
- Sphere of Influence

Source: City of Costa Mesa, 2015.



### Figure OSR-1: Parks and Recreation

## Open Space and Recreation Element

### Neighborhood and Community Parks

The neighborhood and community park system represents the foundation of Costa Mesa's open space and recreation network. Approximately 415 acres of developed neighborhood and community parks provide places for residents and visitors to enjoy themselves. As shown in Table OSR-1, Costa Mesa Parks Inventory, Costa Mesa has 25 neighborhood parks and seven community parks, located as shown on Figure OSR-1. The largest City-owned park is Fairview Park, encompassing approximately 210 acres. The smallest City-owned park is Shalimar Park at 0.18 acres. Parks within the City are classified based on size. The classification system is as follows.

- **Neighborhood Parks.** Neighborhood parks are 10 acres or smaller in size and are intended to serve the daily recreational needs of residents in the immediate park vicinity. Primary uses include passive and active open space, tot lots, and picnic facilities. Community gardens are also included under this classification.
- **Community Parks.** Community parks are 10 acres or larger in size and are intended to provide a wide variety of recreation amenities, including lighted athletic fields and courts and other wide-serving recreational uses.

#### *Fairview Park*

Fairview Park is the largest park in the City encompassing approximately 210 acres. This passive open space consists of bluffs, vernal pools, trails, and native plant communities and wildlife. Visitors to the park can also enjoy special events that occur at the park, as well as take a train ride on the Goathill Junction Model Railroad.

In 1998, the City Council approved the Fairview Park Master Plan. Pursuant to the Master Plan, a series of improvements to wetlands and riparian habitat were accomplished consisting of enhancement of 17 acres of riparian habitat, rehabilitation of ponds and streams, and installation of a new irrigation system. In 2013, the City restored six acres of wetland ponds, five acres of native grasslands, three acres of native oak trees, and nine acres of coastal sage scrub habitat.

*Fairview Park encompasses over 200 acres of open space and passive park areas consisting of bluffs, vernal pools, trails, native plant communities and wildlife. Park visitors also can enjoy community events fly, model aircraft, or take a train ride at Goat Hill Junction Railroad Station.*



In April 2013, the Costa Mesa City Council voted to reconvene the Fairview Park [Citizens](#) Advisory Committee (FPAC) to examine several issues regarding the park, and to evaluate the Fairview Park Master Plan relative to the City's needs. Based on those needs, the FPAC will recommend the addition, reduction, elimination, and modification of park uses and master-planned elements. Key elements included providing various sport fields and facilities, community gardens, trail exercise stations, a nature center, and a variety of improvements to the passive open space uses. Completion of the review is anticipated in 2016. As part of the citywide Open Space Master Plan of Parks and Recreation initiated in 2015, the community will be engaged in further discussion of improvement plans for Fairview Park.

### *Costa Mesa Community Gardens*

Community gardens provide opportunities for Costa Mesa residents to nurture their physical and social health. As of 2015, the City managed two community gardens. The Del Mar Community Garden has 60 plots, each measuring 15 feet by 15 feet. Hamilton Community Garden has 42 plots with the same dimensions. The City rents garden plots to residents to grow vegetables, flowers, fruits, and plants for personal consumption. Both community gardens are immensely popular and have long waiting lists for new urban farmers to participate.

**Open Space and Recreation Element**

**Table OSR-2: Neighborhood and Community Parks Inventory**

Name	Acres	Baseball	Softball	Soccer Field	Utility Field	Basketball	Playground	Tennis Courts	Handball	Volleyball	Par Course
<b>Neighborhood Parks</b>											
Brentwood Park	2.60						1			1	
Civic Center Park	2.50										
Del Mar Com. Garden	0.77										
Hamilton Com. Garden	0.45										
Del Mesa Park	2.47				1	1	1			1	
Estancia Park	9.03										
Gisler Park	4.59						1			1	
Harper Park	1.06						1				
Heller Park	2.61				1		1				
Jordan Park	2.48				1						
Ketchum-Libolt Park	0.34										
Lindbergh Park	2.00						1				
Marina View Park	2.29				1		1				
Mesa Verde Park	2.73						1				
Moon Park	1.67						1				
Paularino Park	2.23						1			1	
Pinkley Park	2.57				1		1				
Shalimar Park	0.18						1				
Shiffer Park	7.09				1	1	2		2	2	1
Smallwood Park	3.39		1			1	1			1	
Suburbia Park	0.53										
Tanager Park	7.41				1	1	1			2	1
Vista Park	5.92				1		1				
Wilson Park	3.61						1			1	
Wimbledon Park	3.29				1	1	1				1

**Table OSR-2: Neighborhood and Community Parks Inventory**

Name	Acres	Baseball	Softball	Soccer Field	Utility Field	Basketball	Playground	Tennis Courts	Handball	Volleyball	Par Course
<b>Neighborhood Park</b>	<b>73.81</b>	<b>0</b>	<b>1</b>	<b>0</b>	<b>9</b>	<b>5</b>	<b>19</b>	<b>0</b>	<b>2</b>	<b>10</b>	<b>3</b>
<b>Community Parks</b>											
Balearic Park	10.06			2	1	2	2		2		
Canyon Park	35.96						1				
Jack R. Hammett Sports Complex	18.50			6							
Fairview Park	210.04				1						
Lions Park	12.82						1		6		
TeWinkle Park	43.67	1	2		1		1	12		1	1
Wakeham Park	10.33			1	1	1	1			1	1
<b>Community Park</b>	<b>341.38</b>	<b>1</b>	<b>2</b>	<b>9</b>	<b>4</b>	<b>3</b>	<b>6</b>	<b>12</b>	<b>8</b>	<b>2</b>	<b>2</b>
<b>Grand Total</b>	<b>415.19</b>	<b>1</b>	<b>3</b>	<b>9</b>	<b>13</b>	<b>8</b>	<b>25</b>	<b>12</b>	<b>10</b>	<b>12</b>	<b>5</b>

Source: City of Costa Mesa, 2015.

## Parks and Recreation Commission

The Parks and Recreation Commission acts in an advisory capacity to the City Council with respect to:

- Park and recreation facility locations
- Park site planning and facility design
- Development, operation, maintenance, and redevelopment of facilities
- Fiscal policy recommendations regarding development priorities, grants, and fees

The Parks and Recreation Commission also advises the City Council on matters pertaining to the provision of quality recreational services and activities programs, as well as park and recreation matters referred to the Commission

## Open Space and Recreation Element

by the City Council or brought to the Commission's attention by stakeholders.  
Other Recreational Facilities

### *Institutional Uses*

Costa Mesa is home to many public schools, a community college, and a private university—as well as the OC Fair & Event Center—that have open space and recreational facilities. While not all facilities are available for public recreational use, the inventory of institutional uses is considerable. These facilities contribute substantially to play the citywide open space and recreation inventory, and can augment open space provided by the neighborhood and community park system. Although not a party to the use-agreements between schools and sports leagues, the City does provide support to community organizations seeking joint-use agreements and improvements to school sites. Table OSR-3, *School Recreational Facilities*, identifies institutional facilities located within the City operated by the Newport-Mesa Unified School District.

As of 2015, the Newport-Mesa Unified School District facilities included 32 utility fields and at least 2018 baseball/softball diamonds. The City utilizes NMUSD elementary and middle school facilities for after-school programs, and all elementary, middle, and high school athletic fields, with the exception of Jim Scott Stadium, for youth and adult sports programming.



*Youth Sports. Children participating in a Pop Warner Football game*

**Table OSR-3: School Recreational Facilities**

School Name	Acres	Baseball	Softball	Soccer	Turf Area	Basketball	Multi-Use Courts	Track	Play Equipment	Handball	Volleyball	Tennis	Swimming Pool
Adams Elementary School	10			■		■							
Back Bay High School	6		■	■	■	■							
California Elementary School	8		■	2	■	■	■		■	■			
College Park Elementary School	8		■	■	■	■	■		■	2			
Costa Mesa High School	50	4	■	3	■	■	■	■			■	8	■
Davis School	15				■	■		■					
Early College High School	3												
Estancia High School	42	2	■	■	■	■	■	■		■		8	■
Harper Preschool	2			2	■	■	■				■		
Kaiser Elementary School	16	2		3	■	■	■	■					
Killybrooke School	10			■	■	■				■			
Paularino Elementary School	9				■	■	■			■			
Pomona Elementary School	8			■	■	■	■						
Rea Elementary	14												
Sonora Elementary School:	10				■	■	■			■			
TeWinkle Intermediate School	20	3	2	3	■	4		■			■		
Victoria Elementary School	7			■	■	■	■						
Waldorf School of Orange County	N/A			■	■	■	■		■		■		
Whittier Elementary School	9		■		■		■		■	■			
Wilson Elementary School:	9				■		■						
Woodland Elementary School	8	■		■		■			■	■			

Source: City of Costa Mesa and Newport-Mesa Unified School District

Note: 1) All school identified in this table are included in the Joint Use Agreement (JUA) between Newport-Mesa Unified School District (UNMD) and the City of Costa Mesa. The JUA pertains to athletic facility use, maintenance, and program oversight, and is updated periodically. Some schools are subject to third-party agreements.

## Open Space and Recreation Element

### Surplus School Sites

Student enrollment throughout the Newport-Mesa Unified School District fluctuates over time, and NMUSD makes long-range projections for facility needs. In the past, NMUSD has closed elementary schools due to low enrollment, with the facilities available for many uses.

### OC Fair & Event Center

In the late 1940s, the State of California obtained the current fairgrounds property, formerly occupied by the Santa Ana Army Air Base, and used the fairgrounds for over 60 years. In 2010, the County of Orange acquired the site from the State, with the core objective to preserve and promote the fairground and event uses. The OC Fair & Event Center is a major entertainment, recreational, cultural, and educational asset to Orange County. Including the OC Fair, which occurs every summer, over 100 events occur every year supporting cultural and nonprofit organizations, and attracting over 4.1 million visitors annually.



*Centennial Farm is a three-acre working farm at the OC Fair & Event Center created to educate youth about agriculture and its importance to daily life.*

The 150-acre property includes these components:

- **Centennial Farm.** An approximately 3.5-acre outdoor agricultural and livestock area on the southwest corner of the property. This working farm includes livestock barns and fruit and vegetable gardens, and showcases educational programs for school-aged children.

## Open Space and Recreation Element

- **Equestrian Center.** Approximately 14.5 acres, the equestrian center facility provides year-round, privately operated horse boarding and training. The area includes riding arenas, hot walkers, turnout pens, storage lockers, and ample parking.
- **Grandstand Arena.** The Grandstand, per the Master Plan, is anticipated to expand to hold 10,000 seats. The area is used for rodeos, circuses, motorcycles races, and other outdoor events.
- **Orange County Market Place.** A weekly outdoor swap meet held on the property's southeast corner attract people from throughout the region.
- **Pacific Amphitheatre.** An outdoor arena that seats up to 8,500 patrons, this venue hosts entertainers of local, national and international renown.
- **Showroom Buildings.** Buildings totaling 148,000 square feet which are rented for various shows, with the possibility of expanding to 275,000 square feet per the Master Plan.
- **Festival Fields (Multipurpose Area).** The Festival Fields consist of an outdoor theater, camping, and Kid's Carnival.
- **Mall Areas.** Three areas adjacent to the outdoor area are used primarily as show areas for automobiles, outdoor social events, and other similar uses.

### Golf Courses

Located adjacent to the Fairview Park is the Costa Mesa Country Club, a municipal golf course with two 18-hole golf courses, a pro shop, coffee shop, banquet facility, and driving range. The Mesa Verde Country Club golf course is a private facility that includes an 18-hole golf course, tennis and pool complex, and club house. Additionally, the private Santa Ana Country Club and Newport Beach Golf Course, both located outside City limits but within the City's sphere of influence, offer additional recreation opportunities.

## Open Space and Recreation Element



*Costa Mesa Country Club is a public golf course with 36 holes of golf, practice facility and driving range, and banquet facility.*

### **Dog Park**

Bark Park is a two-acre fenced off-leash dog park located at TeWinkle Park and adjacent to the Costa Mesa Tennis Center. The park has a separate area for small, elderly, and disabled dogs. Dog park amenities include trees, benches, water dispensers for dogs, dog waste bags, and a restroom. Bark Park is administered through the non-profit Costa Mesa Bark Park Foundation.

### **Costa Mesa Tennis Center**

The Costa Mesa Tennis Center is located in TeWinkle Park, 880 Junipero Drive. This special use facility includes twelve lighted courts, fifty-five parking spaces, landscaped walkways and a pro-shop with professional tennis staff. The Costa Mesa Tennis Center offers lessons, tournaments, leagues, open play and monthly classes and activities to participants of all ages.

### **Costa Mesa Skate Park**

Built in 2005, the Costa Mesa Skate Park is open to skate boarders and inline skaters of all ages daily. The 15,000 square foot facility is free to the public, although all participants are required to wear their own helmet and pads. This specialty facility is located inside of TeWinkle Park. It features street elements, a kidney-shaped pool, and a bowl. Finally, the facility also hosts the City's Parks and Community Services Department skateboarding classes.

## Park Level of Service

Level of Service is a method used to calculate the level of service standards for parks and recreation to determine if it meets the City's needs and expectations.

*The City's goal is to provide 4.26 acres of parkland for every 1,000 residents.*

With a changing population, the City must continually assess how park facilities satisfy the needs of a changing demographic. Park standards determine how many parkland acres the City should develop based on population levels, locations of parks, and existing parks. As on 2015, the City had a park standard of 3.66 acres of parkland for every 1,000 residents. However, the City's goal is to attain and maintain a park standard of 4.26 acres of parkland for every 1,000 residents. Pursuant to State law (State Government Code Section 66477), the City may collect up to 3.0 acres of parkland or in-lieu fees from new residential subdivisions for every 1,000 residents. Accordingly, the City adopted a Local Park Ordinance to implement its park and recreational land dedication requirements (Article 5 – Park and Recreation Dedications). However, to reach the goal of 4.26 acres per 1,000 residents, the City must pursue alternative funding sources for the additional park acreage and/or park improvements that exceed the State standard. Alternative funding sources include general fund revenues, development impact fees, federal and State grants, user group contributions, and school district joint-use contributions. Other methods for supplementing the City's park system include encouraging the development of private open space and recreational amenities (beyond public park requirements) within large residential projects, and pursuing the joint use (or ultimate use) of utility district lands, such as those owned by County of Orange Flood Control District, for parks and open space.

As of 2015, the City had an estimated population of 113,984 residents. Based on the City's park standard goal of 4.26 acres for every 1,000 persons, approximately 483 acres of parkland are required to meet the City's goal. Assuming a build-out population of 134,984 residents, 575 acres would be required to achieve the goal.

This total does not include private open space and recreation facilities, golf courses, the OC Fair & Event Center, or joint use of facilities at school sites. The City's policies and implementation actions emphasize the need to pursue

## Open Space and Recreation Element

all means to expand and maximize benefits of the parks and recreation system.

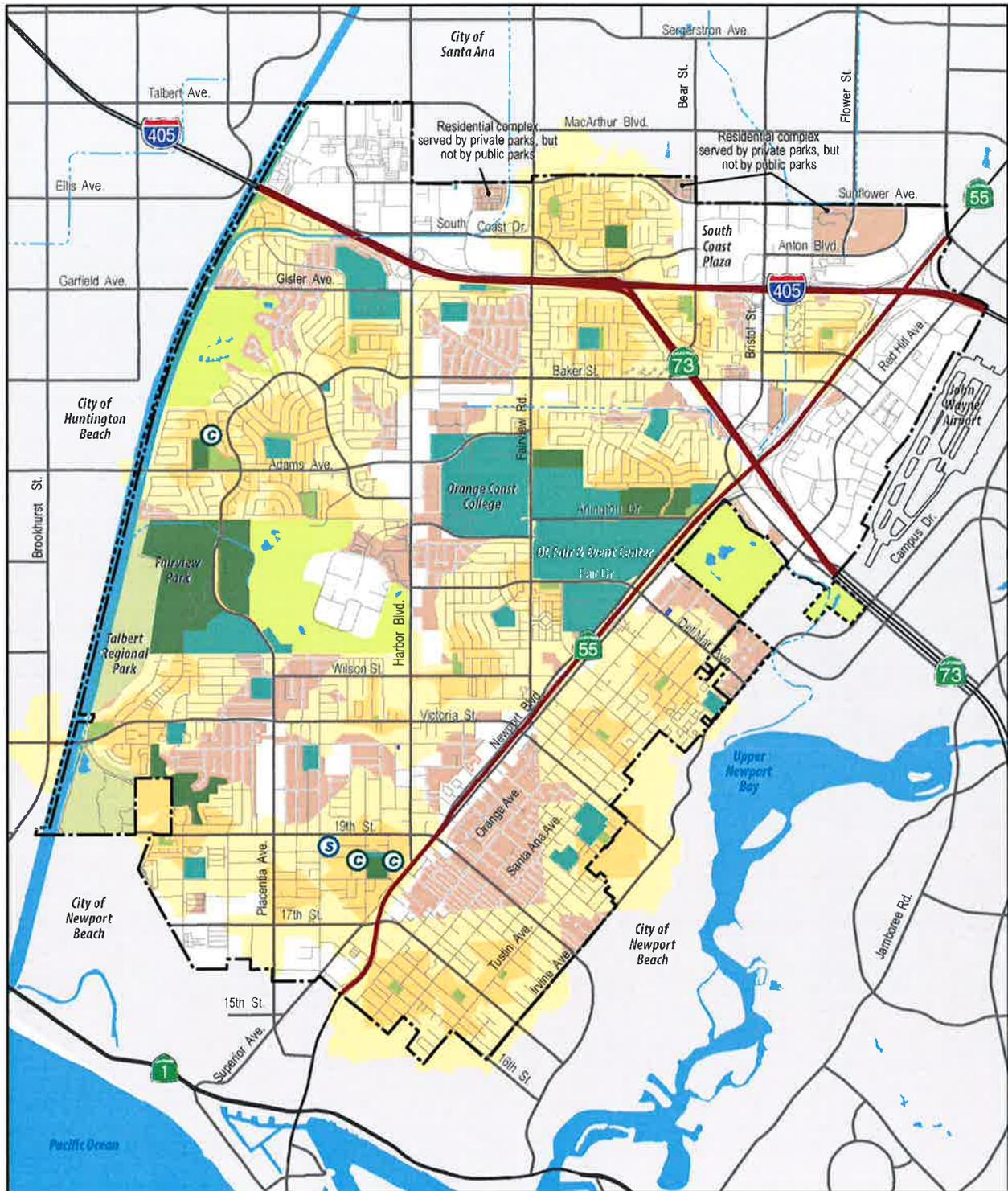
### *Neighborhood and Community Park Accessibility*

Figure OSR-2, *Park Accessibility*, utilizes the street network system to identify areas within a one-quarter-mile and one-half-mile walking distance to park pedestrian-access points (service area). The figure identifies areas within neighborhoods that do not have ready access to City parks and thus helps assist in the strategic approach to identify and prioritize locations for parkland to meet the community goals and objectives.

### *Park Level of Service and Accessibility by Planning Area*

An estimate of population to park ratios has been conducted by “Planning Areas” to evaluate deficiencies in the City’s allocation of parkland. Table OSR-4, 2015 Park /Population Ratios, indicates these estimated ratios. Planning Area 2 exceeds the park-to-population standard of parkland, but includes some areas that lacks park accessibility. Planning Area 3 is the area with the most deficient neighborhood parkland with a ratio of 0.60 acres of parkland, for every 1,000 persons. Figure OSR-3, *Planning Areas and Underserved Park Areas*, identifies the Planning Areas.

# Open Space and Recreation Element



### Parks and Open Space Inventory

- Neighborhood Parks
- Community Parks
- Orange County Parks
- Golf Courses
- Community Gardens
- Public Facilities and Institutional Uses

### Walking Shed Analysis

- 1/4 Mile Walking Distance to Park
- 1/2 Mile Walking Distance to Park
- Residential Underserved Areas
- Pedestrian Barriers



Source: City of Costa Mesa, 2015

## Figure OSR-2: Park Access

**Table OSR-4: 2015 Park /Population Ratios**

Planning Area	Population <sup>1</sup>	Existing Park Land (2015)	Estimated Park/Population Ratio
1	23,820	54.43	2.29/1,000
2	24,698	248.39	10.06/1,000
3	23,451	14.09	0.60/1,000
4	27,151	75.10	2.77/1,000
5	8,753	13.62	1.56/1,000
6	6,111	9.56	1.56/1,000
<b>Total</b>	<b>113,984</b>	<b>415.19</b>	<b>3.64/1,000</b>

Notes: 1) Population based on U.S. Census Bureau, American Community Survey, 5-Year Estimates for 2014 by Census Tract. Some variation may occur due to differences between tract boundaries and Planning Area boundaries.

Source: City of Costa Mesa, 2015.

**Planning Area 1**

Planning Area 1 is unique in a number of ways. First, it is the location of major public open space features, including Canyon Community Park and the Talbert Regional Park and in close proximity to Fairview Community Park. However, these facilities are located along the easternmost boundary of the area, leaving the balance poorly served for neighborhood park service. Secondly, the area is the most densely populated and highly developed in the City, leaving very limited opportunities for sites to fulfill this service deficiency. There are several park priority areas within the Westside neighborhood, just south of Victoria Street.

**Planning Area 2**

Planning Area 2 is well served and exceeds the park-to-population standard for neighborhood and community. Nearly 250 acres of parkland are provided in this Planning Area. However, in terms of park accessibility, the Mesa Verde neighborhood around Gisler Avenue is located more than a one-half mile from a park. The Westside neighborhood north of Victoria Street is also identified as being farther than one-half mile walking distance from a park.

## **Open Space and Recreation Element**

### **Planning Area 3**

Planning Area 3 is similar to Area 1 in that it is an older neighborhood which is nearly fully developed without an adequate neighborhood park system. One advantage that the Eastside neighborhood has is the availability of operating school sites to augment the local park network, plus surplus school sites. Regarding park access, the neighborhood area east of Downtown and along 19<sup>th</sup> Street is identified as being located beyond a one-half-mile walking distance from a park. This area is both deficient in park-to-population standard and by accessibility standards.

### **Planning Area 4**

Planning Area 4, although it does not meet the park-to-population standard for parks, it is generally well served by City parks. The acquisition of the Jack R. Hammett Sports Complex helped improve the park deficiency within the entire Planning Area. However, the Halecrest and College Park neighborhoods lie beyond the desired one-half mile.

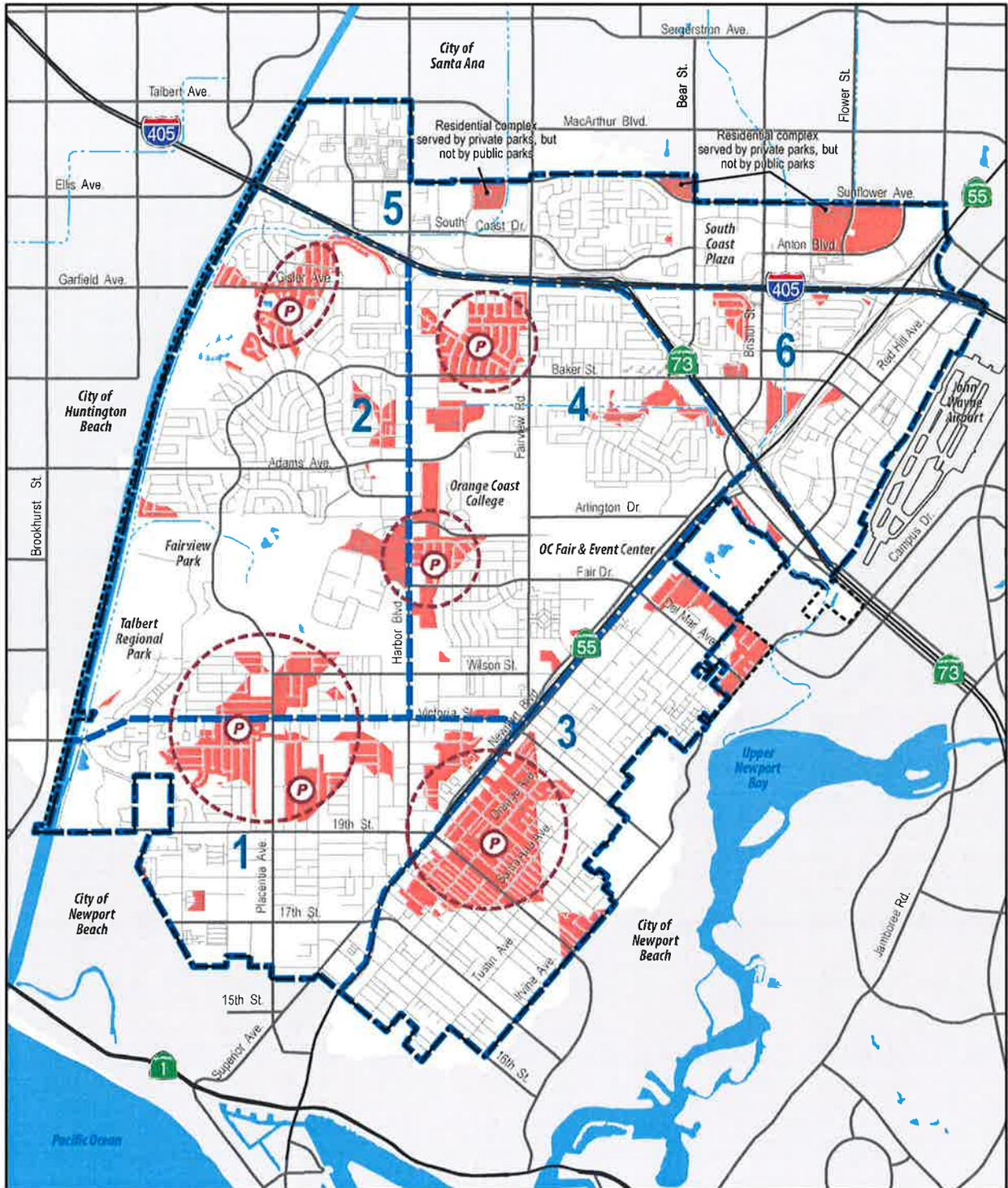
### **Planning Area 5**

Planning Area 5 is identified as park deficient. Several residential complexes are served by private on-site recreation facilities and open space easements. However, with the development of the Sakioka Farms residential site, this area is expected to have the potential for new residential development that could include new public (or private) park space.

### **Planning Area 6**

Planning Area 6, which consists of the Bristol and Paularino neighborhoods, is identified as park deficient in terms of the park-to-population standard. Park accessibility is generally good to Schiffer Park and Del Mesa Park by surrounding residential neighborhoods. Large residential complexes that are not within a one-half-mile walking distance to a public park generally have private park facilities dedicated to their residents. New residential development associated with the SoBECA Urban Plan will also increase the current population in this Planning Area and the need for additional public parks.

# Open Space and Recreation Element



Source: City of Costa Mesa, 2015

Underserved Park Areas

- Residential Underserved Areas
- Neighborhood Planning Areas

- P Park Priority Area



**Figure OSR-3: Planning Areas and Underserved Park Areas**

### *Key Park System Issues*

#### **Limited Availability of Park Sites**

Costa Mesa is a mature, well-developed city with very little land available for new parkland. Few vacant parcels exist, and those that do may not be useful in terms of size, location, or other factors. The few remaining large vacant lands are located north of I-405 and planned for urban-intensity development, as outlined in the *North Costa Mesa Specific Plan*. As part of any master planning process, the City has the ability to require provision of public open space for parks and similar purposes.

The other major potential site for parkland is the Fairview Development Center, which the State may choose to downsize or relocate, thus making these public lands possibly available for transfer to the City. Any new parks the City acquires within established neighborhoods will be small infill parks. Several contiguous sites will need to be acquired to provide an active sports park facility to meet the community's recreational needs.

Further, the demands on capital funds are highly competitive, potentially creating further limitations for acquisition of new City parkland.

#### **Balance of Passive and Active Recreation**

As the population in the City continues to change, the demand for parks and open spaces will increase and change based on the population's composition. In response, the City may find it necessary to repurpose current parks and open spaces to accommodate residents' needs. As a result, preserving the established uses of parks and open spaces and balancing between passive and active recreation use may become a challenge. ~~Due to its size, Fairview Park is one of the parks that may be repurposed to include other public amenities.~~ However, a balance between passive and active open space opportunities within the park will continue to be a key consideration.

#### **Demand for Sports Field**

Organized sports programs have created a demand for more baseball, softball, and soccer fields. Many neighborhood parks provide space for organized sports but typically have insufficient parking, lighting, and facilities to meet this demand. Sports parks within neighborhoods require a balancing act for the City to meet the needs of private athletic organizations and neighborhood residents. Residents often express concerns regarding parking

## **Open Space and Recreation Element**

spillover into neighborhoods, lighting, noise, and the general unavailability of facilities to residents.

### **Adequate Space for Community Gardens**

Costa Mesa owns and operates two community garden sites in the City. As of 2015, long waiting lists to lease garden parcels to community members prevented many residents from having garden plots. As the population and popularity of gardening continues to grow, the demand community garden will grow as well.

### **Park Level of Service**

As of 2015, Costa Mesa had 3.66 acres of parkland per 1,000 persons (based on population of 113,455 and 415.19 park acres), well under the 4.26 acres per 1,000 persons this element identifies as the minimum parkland ratio. With the planned population growth identified in the Land Use Element, demand per the standard will increase to 575 park acres per 1,000 persons, again below the threshold identified in this element. The City of Costa Mesa will have to acquire additional park acres to meet the citywide goal of 4.26 acres per 1,000 persons.

### **Park Accessibility**

Several residential neighborhoods in Costa Mesa are more than one-quarter and one-half-mile pedestrian walking distance to public neighborhood and community parks. These neighborhoods include the Westside residential district generally along Victoria Street and Placentia Avenue, the Eastside residential district along 19<sup>th</sup> and 20<sup>th</sup> Streets, the residential area northeast of the Mesa Verde Country Club, and the Halecrest residential neighborhood. The Halecrest area does include a private park, Halecrest Park, which requires a membership to access the recreation facilities. These areas should be considered priorities areas for future parks. Other small underserved areas should also be considered as well. Additionally, large apartment and condominium complexes provide private recreational facilities for their residents and are maintained under management groups or homeowner associations.

# Recreational Facilities and Programs

## Community Facilities

The City operates and maintains four community centers: Balearic Community Center, Downtown Recreation Center, Neighborhood Community Center, and Costa Mesa Senior Center. Each facility provides recreational activities and room rentals.

- **Balearic Community Center.** Located at 1975 Balearic Drive, the facility comprises two rental rooms that can accommodate up to 100 people. Year round, these rooms are used for the City's Day Camp Program, Recreation on Campus for Kids (ROCK) program, and Early Childhood Program. Adjacent to the center is Balearic Park, which features a fenced playground with play equipment, playground, basketball courts, and a large athletic field.
- **Downtown Recreation Center.** Located at 1860 Anaheim Avenue, this center includes an indoor gymnasium, gymnastics room, a 25-yard outdoor pool, and a designated room and office for the Childs-Pace day-care program. The facility offers a multipurpose room equipped with a kitchen, and provides open gym time for youth and adult basketball. During the summer, the multipurpose room is also used as a ROCKS program site.
- **Neighborhood Community Center.** Located at 1845 Park Avenue, this 24,000-square-foot facility consists of a large multipurpose hall, stage, dance floor, and full-service kitchen. Three smaller meeting and conference rooms are available for meetings and classes. In 2015, The City approved a \$34.5 million plan to build a new library building to house the new Donald Dungan Library; renovate the existing Donald Dungan library to serve as the new Neighborhood Community Center (NCC); demolish the old NCC; and proposed parking and landscape developments in several phases. A community-driven process has guided design and service plans.

## **Open Space and Recreation Element**

- **Costa Mesa Senior Center.** Located at 695 West 19<sup>th</sup> Street the senior center, provides a day facility for Costa Mesa’s older residents to gather and participate in social, recreational, and personal development programs. The facility also provides seniors access to free transportation for medical-related appointments and other transportation needs.

## **Community Services Programs**

Community Services programs encompass the diverse recreational and social services activities provided by the City to residents. These programs can be classified in one of the following categories:

- Recreational and Physical Activities
- Action Sports
- Cultural and Performing Arts
- Youth Programs
- Human Services
- Older Adult Programs and Services

The City provides a diverse selection of recreational and sports activities, programs, and services that utilize the extensive network of parks and recreation facilities. A number of nonprofit organizations within the community also provide programs and services, including the Newport-Mesa Family YMCA, Costa Mesa United, and youth sports organizations such as AYSO, Little League Baseball, and Pop Warner Football. The City facilitates the use of its facilities and as outdoor school grounds by these groups.

### *Youth Programs*

The City offers a variety of recreation programs for local youth, including gymnastics, basketball, soccer, tee-ball, skateboarding, martial arts, and horseback riding. The programs aim to provide children and teenagers with effective tools to learn and grow through well-planned curriculum, activities, field trips, and socialization. Youth and teen programs include the Costa Mesa Day Camp, Early Childhood Program, ROCK, Recreation Leadership Training Program, and Teen Camp.

### *Human Services*

Human services programs provide social and financial aid to community members, and can enhance quality of life, promote civic involvement and volunteerism, foster partnerships with private organizations, and create a sense of belonging. The City coordinates with a variety of human services providers such as the Orange County Rescue Mission and the Orange County Interfaith Shelter to assist residents and their families.

*Costa Mesa's Community Services Department provides a wide range of programs and activities for youth and teens.*



### *Older Adult Programs and Services*

Residents over age 50 represent a growing demographic in Costa Mesa. As a result, the City's services and programs need to address the growing demands of residents who are 50+ by providing social events, expressive arts, nutrition, fitness, and educational and recreational classes that focus on health and wellness. Older residents who face mobility, economic, and medical care challenges can find support and referrals through the programs, services, and classes held at the Costa Mesa Senior Center. The Costa Mesa Senior Center also organizes activities, trips, and special events throughout the year.

## Open Space and Recreation Element

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### *Key Recreational Facilities and Programs Issue*

#### **Adequate Community Services to Serve Changing Community**

Historically, the City has provided high levels of recreation, community, youth and family, and older adult services that meet changing community needs. Maintaining and improving this level of service may be challenging given limited funding resources and demographic changes.

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## Open Space

Open space land, as defined by California Government Code Section 65560, is any parcel or area of land or water that is essentially unimproved and devoted to an open-space use, including open space for the:

- Preservation of natural resources
- Managed production of resources
- Outdoor recreation
- Public health and safety

Preservation of open space resources, including habitat areas, wildlife, and water resources are addressed in the Conservation Element.

## Costa Mesa Open Spaces

### *Canyon Park*

Canyon Park's name refers to its location within a canyon just north of 19<sup>th</sup> Street. This approximately 36-acre natural open space park includes meandering trails which connect to several surrounding neighborhoods, a small playground and picnic green-space, and Talbert Regional Park.

### *Talbert Regional Park*

The County of Orange preserves and maintains the 244-acre Talbert Regional Park, which encompasses the Talbert Nature Preserve. This open space is located in the southwest portion of the City, north and south of Victoria Street along the Santa Ana River lowlands, and provides passive recreation opportunities, including walking, picnicking, and hiking. The trail system allows for observation of natural resources and links to other parks along the

## Open Space and Recreation Element

Santa Ana River. Group use within the habitat areas is permitted by guided walks, and individual use is facilitated by interpretive signage. When combined, Canyon Park, Fairview Park, and Talbert Regional Park provide almost 490 acres of restored and enhanced natural open space.

### *Santa Ana River*

The Santa Ana River forms the western boundary of Costa Mesa. Although not included in the open space inventory, the Santa Ana River Trail provides a major recreation and circulation element that extends from the Pacific Ocean to the Inland Empire. The bikeway has been designated by Congress as a “National Recreational Trail.” OC Parks owns and manages the nearly one mile of the mouth of the Santa Ana River, and the U.S. Army Corps of Engineers controls river area above the mouth.

*Santa Ana River Open Space includes trails and access to Costa Mesa’s Fairview Park and Talbert Regional Park.*



## Open Spaces Adjacent to Costa Mesa

### *Newport Banning Ranch*

Newport Banning Ranch is an approximately 401-acre site partially located in unincorporated Orange County and partially within the City of Newport Beach, adjacent to Costa Mesa. Plans for the property include approximately 174 acres of permanent open space to be preserved and protected for lowland and upland habitat, a nature center, vernal pool interpretive area,

**Open Space and Recreation Element**

and a diverse system of public interpretive trails connecting to the Talbert Nature Preserve and Santa Ana River Trail in Costa Mesa.

*Upper Newport Bay*

Upper Newport Bay is located just east of Costa Mesa in the City of Newport Beach. It is the largest of only a few remaining natural estuaries in Southern California. An estuary is a coastal wetland where saltwater from the ocean mixes with nutrient-rich fresh water from inland sources to provide a fertile feeding area for birds, fish, and other animals. The Upper Bay is a recreational and educational resource for the area, with a multipurpose ~~trail~~ and many wildlife viewing stations.

**Open Space Conservation Efforts**

Orange Coast River Park, Inc. is a 501(c)(3) nonprofit independent organization originally founded as a committee by the Friends of Harbors, Beaches and Parks. Orange Coast River Park’s mission is to facilitate coordination among stakeholders, agencies, landowners, and the public to create a 1,000-acre Open Space Master Plan at the mouth of the Santa Ana River between the Mesa Verde residential community in Costa Mesa and the Pacific Ocean. The organization’s major goals are to “restore the historic ecological staircase, extend a seamless passageway to the coast from inland, and create access for residents and visitors to an oasis of tranquility.”

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*Key Open Space Issues*

**Open Space Preservation and Management**

Open space lands within Fairview Park, Canyon Park, and Talbert Regional Park need to be managed to prevent impacts to sensitive habitat and wildlife. Wetlands, vernal pools, and other sensitive habitats need to be protected from human activity and accidental and intended damage. Invasive plant and wildlife species and hazardous material from pesticides, pollution, trash, and other toxic materials need to be controlled and/or restricted to prevent severe damage to these resources. Unauthorized trails by bicyclists and hikers can also damage sensitive habitat areas. Public agencies need to continue to provide and enforce management and educational strategies to protect, preserve, and steward these limited resources.

## **Open Space and Recreation Element**

### **Open Space Acquisition**

As a built-out community, Costa Mesa will face challenges acquiring new open space land due to high land costs and the limited availability of land.

### **Open Space Access**

Open spaces in Costa Mesa are primarily located along the Santa Ana River. Adjoining residential neighborhoods can easily access the Santa Ana River Trail and Banning Channel Bikeway. Eastside Costa Mesa neighborhoods may encounter difficulties in accessing these open spaces through the City's established bikeway system. Talbert Regional Park is primarily accessed by surrounding residential neighborhoods can access through trail connections and access points. Careful consideration must be given to increase access to open spaces while protecting sensitive habitat.

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# Cultural Arts Resources

Costa Mesa's motto is "City of the Arts." Over the past decades, regionally and nationally recognized organizations have established the City as their home, and they continue to grow. The Segerstrom Center for the Arts, South Coast Repertory Theater, Arts Plaza, and Noguchi Sculpture Gardens are some of the significant cultural resources based in Costa Mesa. The Costa Mesa Playhouse also thrives in the City, along with a wide array of art galleries and a contemporary music scene.

## Costa Mesa Theater and Arts District Plan

The 54-acre Costa Mesa Theater and Arts District includes high-rise office buildings; internationally recognized cultural facilities; and hotels, restaurants, and high-end commercial uses. Located along the Avenue of the Arts and with ready access to I-405, the district attracts visitors from throughout Southern California and beyond. To guide the coordinated development of the district, in 2004 the City the Costa Mesa Theater & Arts District Plan was established.



*Segerstrom Hall and the Renee & Henry Segerstrom Concert Hall within the Segerstrom Center for the Arts*

## Cultural Arts Committee

The Cultural Arts Committee coordinates with the City Council to support cultural arts programs and increase awareness of the arts to Costa Mesa residents. The Committee's overarching goal is to establish programs, organize events, and distribute information that promote arts and culture.

## Open Space and Recreation Element

Programs and events organized by the Committee include the Artist Showcase, Arts in the Park, Art Walk, and Youth Art Gallery.

### *Key Cultural Arts Issue*

#### ***Limited Number of Public Arts***

Public art refers to works of art in any media located in a public setting, with the purpose of beautifying public spaces and buildings, drawing attention to the message the artwork may communicate, and educating the public. Public art can increase the intrinsic and monetary values of the places it graces; and it can express a civic and corporate pride. Many of Costa Mesa's public art pieces are located at the Segerstrom Center of the Arts, which has limited public access.

*A public art located at the main entrance of the Segerstrom Hall*



## Goals, Objectives, and Policies

These goals, objectives, and policies guide policy decisions regarding open space and recreation in Costa Mesa, and allow for the continued expansion, improvement, and maintenance of community facilities and services for the enjoyment of current and future residents. Additional opportunities include integrating public art throughout the community to highlight predominant themes in Costa Mesa’s history.

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### Goal OSR-1: Balanced and Accessible System of Parks and Open Spaces

Provide a high-quality environment through the development of recreation resources and preservation of open space that meets community needs in Costa Mesa.

**Objective OSR-1:** *Maintain and preserve existing parks, and strive to provide additional parks, public spaces, and recreation facilities that meet the community’s evolving needs.*

#### Adequate Neighborhood and Community Park Recreational Facilities

**Policy OSR-1.A:** Maintain a system of Neighborhood and Community Parks that provide a variety of active and passive recreational opportunities throughout the City.

**Policy OSR-1.B:** Provide parks and recreation facilities appropriate for the individual neighborhoods in which they are located and reflective of the needs and interests of the population they serve.

#### Acquisition of New Parkland

**Policy OSR-1.C:** Pursue the acquisition and development of pocket and neighborhood parks within park-deficient areas, as identified in Figure OSR-3: Planning Areas and Underserved Park Areas.

**Policy OSR-1.D:** Prioritize the acquisition of land for parks in underserved neighborhoods.

## **Open Space and Recreation Element**

- Policy OSR-1.F:** Maximize public space by requiring plazas and public gathering spaces in private developments that can serve multiple uses, including recreation and social needs.
- Policy OSR-1.G:** Provide maximum visibility and accessibility for future public parks by locating facilities in close proximity to public streets.
- Policy OSR-1.H:** Adjust and update development fee programs to accumulate funds for the acquisition and improvement of parks and recreation facilities commensurate with identified need and population growth.

### **Balance of Passive and Active Recreation**

- Policy OSR-1.I:** Require that parks and recreation facilities reflect new trends and population changes, and are developed with facilities appropriate to all ages, including athletic fields, active play areas, passive open space, tot lots, and picnic areas.
- Policy OSR-1.J:** Conduct a sports facility study to review current outdoor facility locations and resources and a demographic study for future facility requirements as they relate to planned growth within the City.
- Policy OSR-1.K:** Pursue additional community garden lots and spaces to meet demand and need by the community.

### **Park Maintenance and Retrofit**

- Policy OSR-1.L:** Perform regular maintenance of facilities to ensure proper working order of all recreation facilities and equipment.
- Policy OSR-1.M:** Retrofit parks and recreation facilities to provide disability access as required by law.
- Policy OSR-1.N:** Design and reform parks to reflect the latest recreational features that respond to demographic changes and community needs.
- Policy OSR-1.O:** Consult with law enforcement agencies, surrounding cities, community policing groups, and OC Parks to create a safe and healthy environment at Talbert Regional Park, Fairview Park, and along the Santa Ana River.

## **Open Space and Recreation Element**

### **Long-Term Planning of Institutional Uses**

- Policy OSR-1.P:** Continue to pursue opportunities to create joint-use community space at facilities owned by private organizations such as private schools, faith-based groups, service clubs, and hospitals.
- Policy OSR-1.Q:** Continue to coordinate with the Newport-Mesa Unified School District to supplement City park facilities through joint-use agreements.
- Policy OSR-1.R:** Consult with Orange County Fairgrounds in implementing OC Fair & Event Center Master Plan.

### **Level of Service and Access**

- Policy OSR-1.S:** Provide a minimum of 4.26 acres of parkland per 1,000 residents.
- Policy OSR-1.T:** Update the Parks, Recreation and Open Space Master Plan every 10 years, as feasible.
- Policy OSR-1.U:** Enhance pedestrian, bicycle, and transit linkages to meet the needs of residents and to provide better access to parks, recreation, and public spaces.
- Policy OSR-1.V:** Provide opportunities for public access to all open space areas, except where sensitive resources may be threatened or damaged, public health and safety may be compromised, or access would interfere with the managed production of resources.

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## **GOAL OSR-2: Community Services Programs Meeting Community Needs**

Enhancing the community through the delivery of innovative recreational programs, quality parks and facilities and services that promote social, physical, and emotional well-being. High-quality community services programs demonstrate the City's commitment to providing opportunities for recreational, physical, and educational activities for residents of all ages.

## Open Space and Recreation Element

**Objective OSR-2:** *Provide activities, classes, and a variety of programs to meet the year-round recreational needs of all residents: children, adult, seniors, and persons with special needs.*

### High-quality Community Services

- Policy OSR-2.A:** Provide high-quality community services programs that are flexible and responsive to the community's changing needs.
- Policy OSR-2.B:** Plan and conduct citywide special events that bring residents together to create an enhanced quality of life and promote economic development.
- Policy OSR-2.C:** Continue to consult with nonprofit sports organizations and recreational groups to support their offering of diverse recreational programs that complement and supplement those offered by the City.
- Policy OSR-2.D:** Update existing facilities and facilities for senior citizens, youth, adult, and overall community use.

### Community Services to Support Community Needs

- Policy OSR-2.E:** Monitor and research the ever-changing community services needs of the community, and develop action plans to address those needs through partnerships with service agencies.
- Policy OSR-2.F:** Continue to provide rental opportunities at community facilities and parks for residents, nonprofit groups, and businesses to meet their recreational and professional needs.
- Policy OSR-2.G:** Continue broad-based public outreach activities that inform residents of all available community services programs, and obtain input from the community regarding program and service needs.
- Policy OSR-2.H:** Encourage resident input and utilize demographic data, partnerships, volunteers, and existing resources to meet the needs of community.
- Policy OSR-2.I:** Identify innovative funding and development opportunities to support and sustain a responsive community services network.

**Open Space and Recreation Element**

- Policy OSR-2.J:** Continue and expand the development of community partnerships to offer both standard and innovative services to meet residents’ needs.
- Policy OSR-2.K:** Develop and implement community services programs and activities that meet the needs of specialized populations through the development of community partnerships.
- Policy OSR-2.L:** Provide support for volunteer groups that conduct special activities open to the entire community.

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**GOAL OSR-3: Conserved Open Space**

Costa Mesa is committed to open space conservation to ensure that the network of parklands, trails, hillsides, and undeveloped natural areas remain viable for supporting biological communities and providing sanctuary for future generations. This commitment includes expanding public access to open space, where appropriate, and acquiring additional lands where feasible.

**Objective OSR-3:** *Preserve the City’s open space lands and provide additional community and neighborhood parkland in underserved areas.*

**Open Space Preservation and Stewardship**

- Policy OSR-3.A:** Preserve open space areas along The Santa Ana River, large open space parks, and along the mesa formations to protect natural habitat and to maintain the integrity of the natural environment.
- Policy OSR-3.B:** Encourage the preservation of coastal views from City and County parkland and public streets within Costa Mesa.
- Policy OSR-3.C:** Identify current open space areas for protection, management, and potential enhancement to maintain and, if possible, increase its value as wildlife habitat.

**Management and Maintenance of Open Space**

- Policy OSR-3.D:** Encourage the long-term maintenance and management of open space lands through open space easements, development rights transfers or acquisition, zoning regulations, and other incentives.

## Open Space and Recreation Element

- Policy OSR-3.E:** Encourage the greening and beautifying of the Santa Ana River.
- Policy OSR-3.F:** Encourage opportunities for recreation, history, education, interpretive materials, and art associated with the Santa Ana River open spaces.
- Policy OSR-3.G:** Promote water quality strategies to improve water quality along the Santa Ana River.

### Coordination and Organization Development

- Policy OSR-3.H:** Consult with State and regional agencies regarding open space planning efforts.
- Policy OSR-3.I:** Consult with the Orange Coast River Park, Inc. and surrounding cities and other government agencies in maintaining and rehabilitating open space lands along the Santa Ana River.
- Policy OSR-3.J:** Consult with OC Parks over the enhancements and management of Talbert Regional Park without adversely impacting surrounding residential neighborhoods.

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## GOAL OSR-4: Extensive Arts and Culture Programs and Services

Provide comprehensive and multifaceted arts and culture programs and services that provide education and entertainment to the community and a broader audience.

**Objective OSR-4:** *Support performing and visual arts programs, facilities, and activities that stimulate the minds and intellectual thinking of community members to increase awareness of the City's motto, "The City of the Arts."*

### Cultural Arts Venues

- Policy OSR-4.A:** Continue to support the mission of the Segerstrom Center for the Arts and associate venues and facilities.
- Policy OSR-4.B:** Support the development and operations of an arts museum at the Segerstrom Center for the Arts.

## **Open Space and Recreation Element**

**Policy OSR-4.C:** Encourage additional indoor and outdoor facility spaces citywide to display public art and host arts and culture special events.

### **Leader in the Arts**

**Policy OSR-4.D:** Expand the City's role as a supporter of the arts.

**Policy OSR-4.E:** Encourage financial support of the arts by supporting non-profit groups and foundations.

**Policy OSR-4.F:** Consider preparation of an arts and culture master plan for the City.

**Policy OSR-4.G:** Consult with local agencies and surrounding cities to address the creation and implementation of arts-friendly policies.

**Policy OSR-4.H:** Enhance Costa Mesa's position as a leader in the arts in Southern California and its recognition nationally as a city devoted to arts institutions of superior quality.

**Policy OSR-4.I:** Engage community members in arts activities, and utilize the arts to provide educational and cultural awareness opportunities.

**Policy OSR-4.J:** Continue the City's commitment to its arts in cooperation with the private sector.

**Policy OSR-4.K:** Provide opportunities for local artists to create and display their work.

### **Arts Programs and Events**

**Policy OSR-4.L:** Support arts activities, programs, events, and facilities for patrons to enjoy and share experiences, and that enhance the City's economic vitality.

**Policy OSR-4.M:** Designate Community Services Department staff with the responsibility for expanding and implementing activities related to recreational arts programming.

**Policy OSR-4.N:** Pursue cooperative educational cultural programs enlisting the aid of public and private institutions.

### **Arts in Public Places and in Private Development**

**Policy OSR-4.O:** Continue to review adopting an Arts in Public Places Program.

## **Open Space and Recreation Element**

**Policy OSR-4.P:** Pursue the placement of public art in prominent locations, particularly along major travel corridors to enliven and beautify the public realm .

**Policy OSR-4.Q:** Develop incentives or programs that encourage art in new developments.



*Diego Sepúlveda Adobe at Estancia Park*

## Chapter 11:

# Historical and Cultural Resources Element

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## Introduction

Costa Mesa's historical and cultural resources are woven into the fabric of the community and offer a window into the City's rich and colorful past. These resources provide tangible reminders of a past, including the original indigenous inhabitants, early Spanish explorers and settlers, American pioneers and City builders, and the World War II home-front efforts in Costa Mesa. The Historical and Cultural Resources Element identifies the historical and cultural resources that celebrate Costa Mesa's story and have fostered its vibrant ethnic and cultural diversity.

## **Historical and Cultural Resources Element**

This Historical and Cultural Resources Element:

- Reviews the historical development of Costa Mesa
- Describes local historical and cultural resources.
- Identifies the preservation framework related to historical and cultural resources
- Defines goals, objectives, and policies for preserving and maintaining historical and cultural resources

### **Purpose**

Costa Mesa’s historical and cultural resources provide an important connection to the past, while shaping the community’s identity and direction for the future. To foster this connection, the Historical and Cultural Resources Element provides the regulatory framework for identifying, maintaining, and restoring the City’s historical and cultural resources. Furthermore, the element ensures that these resources are preserved to satisfy the following objectives:

- To safeguard the City’s heritage as embodied and reflected in such resources
- To encourage public knowledge, understanding, and appreciation of the City’s past
- To foster civic and neighborhood pride and a sense of identity based on the recognition and use of cultural resources
- To preserve diverse and harmonious architectural styles and design preferences reflecting the phases of the City’s history, and to encourage complementary contemporary design and construction
- To enhance property values, and to increase economic and financial benefits for the City and its inhabitants
- To protect and enhance the City’s attractions for tourists and visitors

# Historical Context: Costa Mesa's Past

Costa Mesa's historical resources are physical reminders of a history dating back thousands of years, from Native American settlement, to periods when the region was under the flags of Spain and Mexico, to the World War II era. Native Americans inhabited the region for thousands of years. The location along the Santa Ana River and near the Pacific Ocean provided abundant food and other resources for Native Americans for millennia. During California's colonial era, the region became one of Southern California's great ranchos and agricultural producing areas for growing sweet potatoes, corn, tomatoes, strawberries, and apples. The convergence of water and rail transportation at the end of the 19<sup>th</sup> century led to an industrial boom in the early 20<sup>th</sup> century. During World War II, Costa Mesa became the site of the Santa Ana Army Air Base. The following summarizes significant periods in Costa Mesa's social, physical, cultural, and economic evolution. The summary also describes some of the historical sites, structures, and landmarks associated with each period.

## Native Americans and Early Spanish Settlers

Located on the "coastal tableland" above Newport Beach, Costa Mesa's first inhabitants were Native Americans who settled on the mesa near the banks of the Santa Ana River. Discovered artifacts, including discarded shells and ceremonial and household artifacts, indicate that the riverbanks were a part of the village once known as Lukup. In 1776, Spanish explorers established Mission San Juan Capistrano approximately 22 miles southeast from present-day Costa Mesa. Occasionally, the padres from the mission would visit Lukup.

In the early 1800s, when the Capistrano cattle grazed in the Costa Mesa area, provisions had to be made to shelter the herdsmen. Three adobes were built along the bluffs of Costa Mesa overlooking the Santa Ana River. The first adobe, known as the *Polloreno* (or Banning Adobe), was located approximately one-third of a mile south along the bluffs near Adams Avenue. The adobe fell to ruin between 1903 and 1906 after treasure hunters dug around the building looking for hidden gold. Between 1820 and 1823, the second adobe, known as the Gabe Allen Adobe (or the Estancia), was constructed. This structure still stands today. It was restored by the City and

## **Historical and Cultural Resources Element**

now serves as a museum at 1900 Adams Avenue in Estancia Park. The third adobe, called the Rice Adobe, was located just north of Gisler Avenue. In 1919, this adobe was torn down by the owner of the property of the time, Edward Pomeroy, to keep treasure hunters off of the property.

### **Early City Settlements**

The history of Costa Mesa is the story of three communities: an old boomtown called Fairview, the small farming village of Paularino, and the town of Harper, which would later be renamed Costa Mesa. The growth and blending of these communities played a significant role in the history of Orange County and California.

#### *Town of Fairview*

Between the fall of 1887 and summer of 1888, the town of Fairview was established. The town was centered near the present-day intersection of Adams Avenue and Harbor Boulevard. In October 1887, a syndicate of local businessmen formed to purchase and develop various tracts within the Newport District. Over the next few years, development of Fairview grew at a rapid pace. It was during this time that the Fairview Post Office was established and the Santa Ana, Fairview, and Pacific (SF&P) Railroad was founded. In addition, the discovery of hot mineral water springs in the area led to the construction of the three-story Hotel Fairview.

By the spring of 1889 the town began to collapse as rapidly as it had appeared, despite attempts to promote the continuing development of Fairview. During that same year, the land boom of Southern California also declined, with many of the land transactions throughout the region falling through. In March of 1889, a severe rainstorm washed out a section of the SF&P Railroad tracks and the roadbed midway between Fairview and Santa Ana, next to the Santa Ana River. As a result, many residents began to leave the town, including the editor and owner of the local paper, town physician, butcher, and local sign painter.

By 1911, all that remained of Fairview was the schoolhouse, the hotel, and a few houses. The schoolhouse closed in 1915, and the hotel was demolished in 1920. The few remaining houses located in Fairview eventually were

destroyed by fire or removed to make way for new development beginning in the 1930s.

## Farming Communities

### *Paularino*

Paularino was a typical farming community that consisted of approximately 800 acres generally bounded by the present-day location of Fairview Road to the west, Newport Boulevard to the east, I-405 to the north, and Baker Street to the south. The Paularino community did not amount to more than a name with a few scattered farmhouses, a schoolhouse, and a railroad siding. The lack of growth of Paularino eventually led to its abandonment.

*Harper-Fairview Grammar School, formerly located at the northwest corner of 19<sup>th</sup> Street and Newport Boulevard in the early 1920s*



### *Harper*

Harper was named after a rancher who came to the area after the Fairview land boom. Parallel with the land development, the area experienced its first oil boom, with three oil wells installed in 1906 just south of the present-day location of Newport Harbor High School. In 1907, several more wells were installed on the northern end of the Newport Heights Tract. The oil boom was short lived; within three years, the wells were abandoned.

In 1920, the farming community of Harper was renamed Costa Mesa, which means coastal tableland in Spanish. In the summer of that same year, the Wayside Market (located on Newport Boulevard) opened. During 1921, several more store buildings were constructed along Newport Boulevard, including a garage shop, blacksmith shop, barber shop, and soda fountain.

## Historical and Cultural Resources Element

Development continued to increase throughout Costa Mesa until January 21, 1932, when the Costa Mesa Branch of the Bank of Balboa closed. A year later, the Southern Pacific Railroad's branch line that ran along Newport Boulevard was abandoned, and the 1933 Long Beach Earthquake shook the town, damaging businesses and other structures.



*Newport Boulevard streetscape lined with cafes and businesses, as well as Ford Model T automobiles parked along the street, circa 1927*

After the Great Depression, the town began to grow again with the opening of several commercial stores, including Sprouse-Reitz Variety (located at 1830 Newport Boulevard), Myers and Myers Department Store (located at 1816 Newport Boulevard), and the post office (located at 1809 Newport Boulevard). Costa Mesa continued to be recognized as a small town until World War II.

## Costa Mesa and the Santa Ana Army Air Base

In response to increasing world conflicts in the 1930s and '40s, military installations were planned throughout the country. One of these military installations was the United States Air Corps Replacement Training Center, which was redesignated the Santa Ana Army Air Base (SAAAB) in 1942. The base encompassed 1,337 acres between Newport Boulevard and Harbor Boulevard and consisted of three schools: the Air Force Classification Center, the Air Force Pre-Flight School for pilots, and the Air Force Pre-Flight School for bombardiers and navigators.

In 1946, the War Department announced that the SAAAB was for sale to any educational institution for the price of one dollar. That same year, the War Assets Administration sold a portion of the base to the Orange Coast Junior

## Historical and Cultural Resources Element

College District, which would later become the campus for Orange Coast College. Two years later, the Southern California Assemblies of God Churches purchased 126 acres of the base for a future campus, the Southern California Bible College. This would eventually be renamed Vanguard University. The remaining portions of the base would later be occupied by Costa Mesa High School, Davis Elementary School, the City of Costa Mesa Civic Center, Air National Guard 222nd Combat Communications Squadron, the Orange County Fairgrounds, TeWinkle Park, and several commercial and residential areas. Today, all that remains of the base are a few buildings preserved within the Orange County Fairgrounds, including the 1.4-acre Memorial Garden and Bird Sanctuary.

*Newport Boulevard and 18<sup>th</sup>  
Street circa 1965*



### Modern Costa Mesa

On June 29, 1953, the City of Costa Mesa incorporated. At the time, the new city encompassed approximately 3.5 square miles and had a population of 16,840. By 2010, Costa Mesa had expanded to cover approximately 17 square miles, and the population had grown to 109,960. Today, Costa Mesa is a major commercial and industrial center of Orange County. The City formally adopted the slogan "The City of the Arts" in 1999, reflecting the concentration of major regional arts venues and the presence of the Pacific Symphony and South Coast Repertory Theater. The 3,000-seat Segerstrom Center for the Arts (previously known as Orange County Performing Arts Center) was completed in 1985. In 2006, the 2,000-seat Renee and Henry Segerstrom Concert Hall and the 500-seat Samueli Theater opened.

# Historical, Archaeological, and Paleontological Resources

Historical, archaeological, and paleontological resources provide knowledge of California's past. These resources also contribute to the character of Costa Mesa. Activities that result in the loss of historical, archaeological, and/or paleontological resources can result in the loss of cultural identity; loss of unique engineering, architectural, or artistic works; and loss of unique irreplaceable components that help create a sense of place and help foster the cultural environment. Costa Mesa boasts locally significant assets, as well as multiple sites eligible for national recognition. Costa Mesa's early settlement patterns and contributions to the wartime effort are recalled through these unique historical places and features, reflecting the diverse culture and people who have made Costa Mesa their home over the years. For these reasons, historical, archaeological, and paleontological resources should be protected and preserved.

## Historical Resources Inventory

Historical resources include, but are not limited to, buildings, structures, roads, features, and objects that are: 1) 45 years old or older, and 2) are listed in or determined to be eligible for listing in the National Register of Historic Properties, the California Register of Historical Resources, a local register, or otherwise designated as having historical significance by a lead agency (supported by substantial evidence as required by the California Environmental Quality Act). Costa Mesa is home to 31 historical properties, built environments, and landmarks that have been determined eligible for listing in the City's Local Register of Historic Places (see Table HCR-1: *Historical Resources Eligibility Inventory*). Five of these historical properties have been determined eligible for listing in the National Register of Historic Places and in the California Register of Historical Resources. It is anticipated that the City's inventory of eligible listed historical properties, buildings, and structures will increase as time and resources become available to evaluate and nominate additional properties.

As of 2015, the Fairview Indian Site was the only site listed on the National Register of Historic Places. Figure HCR-1, *Historical Resources Eligibility Sites*,

## Historical and Cultural Resources Element

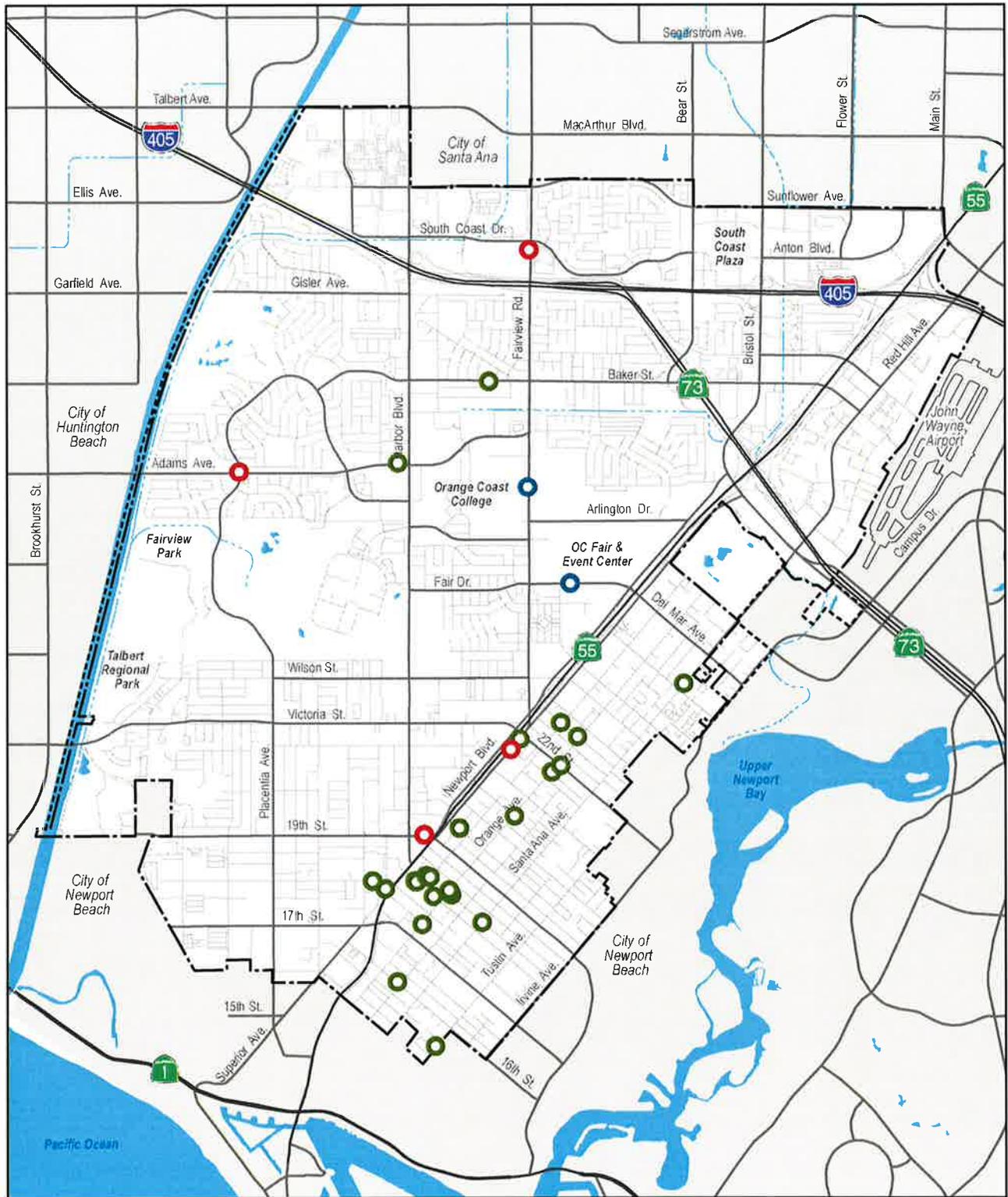
identifies the general location of potentially historical sites, including those eligible for the National Register. Additionally, the following properties satisfy the requirements for listing:

- Methodist Church: 420 West 19<sup>th</sup> Street
- Diego Sepulveda Adobe: 1900 Adams Avenue
- Segerstrom House: 3315 Fairview Road
- Segerstrom Barn: 3315 Fairview Road
- Station Master's House: 2150 Newport Boulevard

*First United  
Methodist Church,  
built in 1928 and considered  
eligible for both the National  
Register and local register  
listing*



# Historical and Cultural Resources Element



- Historic Eligibility Sites**
- National Eligibility
  - Local Register Listing
  - Historic District Contributor

- City Boundaries**
- City Boundary
  - Sphere of Influence

Source: City of Costa Mesa, 2015.



**Figure HCR-1: Historical Eligibility Sites**

## Table HCR-1: Historical Resources Eligibility Inventory

Site	Location	Year Built	Property Type <sup>1</sup>	Notes
<b>Sites Eligible for National Register Listing and Local Register Listing</b>				
1	420 W. 19 <sup>th</sup> St.	1928	Religious	Spanish Colonial/Methodist Church
2	1900 Adams Ave.	c.1823	Adobe	Diego Sepulveda Adobe
3	3315 Fairview Rd.	1915	SF Residential	Craftsman/Seegerstrom House
4	3315 Fairview Rd.	1928	Agricultural	Western Style/Seegerstrom Barn
5	2150 Newport Blvd.	1880	Commercial	Queen Anne/Stationmaster House
<b>Sites Eligible for Local Register Listing</b>				
6	123 E. 18 <sup>th</sup> St.	1926	SF Residential	Spanish Colonial
7	127 E. 18 <sup>th</sup> St.	1926	SF Residential	Spanish Colonial
8	179 E. 18 <sup>th</sup> St.	1923	SF Residential	Bungalow/Tewinkle House
9	565-7 W. 18 <sup>th</sup> St.	1950	Government	Int'l. Style/Vet's Hall/Police Substation
10	1534 Adams Ave.	1963	Theater	Modern/International Style
11	147 Albert Place	c.1923	SF Residential	Bungalow
12	195 Albert Place	1924	SF Residential	Bungalow
13	1293 Baker St.	1928/30	SF Residential	Spanish Colonial/McClintock House
14	1950 Church St.	1928	Religious	Craftsman/Church
15	1817 Fullerton Ave.	c.1909	SF Residential	False Front/Blacksmith's Shop
16	137 Magnolia St.	c.1920	SF Residential	Bungalow/Blacksmith's House
17	200 Magnolia St.	1936	SF Residential	Monterey Style/Sparke's House
18	208 Magnolia St.	1927/40	SF Residential	Period Revival/Leroy Anderson
19	301 Magnolia St.	c.1923/39	Religious	Church
20	2180 Newport Blvd.	c.1962	Commercial	International Style/Stater Brothers
21	1734 Orange Ave.	c.1939/50	Religious	Mesa Bible Chapel
22	1835 Orange Ave.	1930	SF Residential	Craftsman/Bungalow
23	2048 Orange Ave.	1923	SF Residential	Craftsman/Bungalow
24	2172 Orange Ave.	1923	SF Residential	Craftsman/Pink House
25	2519 Santa Ana Ave.	1925	SF Residential	Bungalow
26	1549 Tustin Ave.	1915	SF Residential	Craftsman/La Perle House

## Historical and Cultural Resources Element

### Table HCR-1: Historical Resources Eligibility Inventory

Site	Location	Year Built	Property Type <sup>1</sup>	Notes
27	204 22 <sup>nd</sup> St.	1907	SF Residential	Craftsman
28	1785 Newport Blvd.	1923	Commercial	Former clubhouse
29	240 E. 16 <sup>th</sup> St.	c. mid 1950s	SF Residential	Modern/International Style
<b>Sites Eligible for Local Register Listing as Historical District Contributors</b>				
30	88 Fair Drive	1942	Military	Santa Ana Army Air Base/O.C. Fairgrounds
31	2701 Fairview Rd.	c.1950/55	Educational	Int'l Style/Orange Coast College

Source: City of Costa Mesa, 2015.

Note: 1) SF: Single Family

## Archaeological Resources Inventory

Archaeological resources are the physical remains of past human activities, and can be either prehistorical or historical in origin. Archaeological sites are locations that contain evidence of human activity. Generally, a site is defined by a significant accumulation, or presence, of one or more of the following: food remains, waste from the manufacturing of tools, tools, concentrations or alignments of stones, modification of rock surfaces, unusual discoloration or accumulation of soil, or human skeletal remains.

Costa Mesa has a rich prehistoric past. The Gabrielinos (Tongva or Kizh) were the City's first settlers prior to 1,500 B.C. The Gabrielinos are Takic-speakers who lived in domed, circular shaped structures, constructed from tree branches and thatched with tule, fern, or carrizo. Villages were located near fresh water and raw material resources. Evidence, or artifacts of their occupation, have been found both on the surface and subsurface, and have included stone and bone tools, shell middens, pottery shards, and human burials.

A comprehensive cultural resources assessment was conducted on the undeveloped areas of the City of Costa Mesa. The cultural assessment included a records search at the California Historical Resources Information System, which involved review of all previously conducted cultural resource

## **Historical and Cultural Resources Element**

studies, as well as recorded archaeological and historical resources located within the undeveloped portions of the City. Furthermore, an intensive pedestrian survey was undertaken to determine the presence or absence of exposed surficial cultural artifacts.

The results of the cultural assessment indicate that within City Limits are seven previously recorded prehistorical archaeological sites and nine potential prehistorical sites requiring additional fieldwork within the City limits. The seven archaeological sites are identified as:

- CA-ORA-76 (shell midden)
- CA-ORA-163 (shell midden)
- CA-ORA-165 (lithic scatter and shell midden)
- CA-ORA-297 (stone tools and debris)
- CA-ORA-506/58 (habitation complex)
- CA-ORA-687 (habitation complex with human burials) and were located on or near the bluffs overlooking the Santa Ana River and the Upper Newport Bay.

Of these seven archaeological sites, CA-ORA-506/58, known as the “Fairview Indian Site,” is listed on the National Register of Historic Places and on the California Register Historical Resources. Since much of the City has been urbanized by past development, it is anticipated that future development could increase the potential for discovery of archaeological and historical resources within soils depths not previously disturbed by existing or past development.

## **Paleontological Resources Inventory**

Paleontological resources include fossilized remains of organisms from prehistorical environments found in geologic strata, providing evidence of pre-human activity. These resources are valued for the information they yield about the history of the earth and its past ecological settings. There are two types of resources, including vertebrate and invertebrate, and are generally found in geologic strata conducive to preservation, typically sedimentary formations. Often they are simply small outcroppings visible on the surface or sites encountered during grading. Geologic formations are the most important indicator of paleontological resources, since they may contain important fossils.

## **Historical and Cultural Resources Element**

A comprehensive paleontological assessment of Orange County, which included the City of Costa Mesa, was undertaken in 1980. The geology of Costa Mesa was mapped out as part of the countywide assessment. The geology of Costa Mesa was determined to be part of the Palos Verdes Formation, a collection of sand and gravel deposits approximately 100,000 years old. These deposits were formed during the time when Costa Mesa was covered by the Pacific Ocean. Often referred to as the Palos Verdes Sand, these deposits contain evidence of the kinds of marine life that inhabited the area prior to the ocean receding, exposing the current terrestrial landmass of Costa Mesa.

The results of the paleontological assessment identified eight unique paleontological sites consisting of a variety of gastropods (e.g., marine snails) and bivalves (e.g., clams, oysters, and mussels). These sites were singled out due to encroaching development, which could cause significant impacts to the site if left unattended. The ten paleontological sites have been classified as:

- F-91 (Partial skeleton of a mastodon)
- A-3129 (Mollusks); LACM-3267 (Mastodon or mammoth)
- LACM-4219 (Mollusks, Fish, Birds, Sharks, Sea lions and Seals)
- JDC-CM-1 (Bivalve, Gastropods, and Mollusks); JDC-CM-2 (Mollusks); JDC-CM-2A (Oyster shells and Mollusks)
- JDC-CM-3 (Bay-type Sea shells)
- JDC-CM-4 (Marine shells
- and VAC-CM-4 (Mollusks)

In addition, the assessment identified more than 500 species of marine invertebrate fossils, as well as, significant numbers of non-marine vertebrate fossils including, birds, sea, and land mammals.

## **Preservation Framework**

The City is committed to recognizing and preserving local historical and cultural resources using available programs, such as those described below.

### *Historical Preservation Programs*

#### **National Register of Historic Places**

The National Register of Historic Places is the official list of the nation's historic places worthy of preservation. To be eligible for inclusion in the National Register of Historic Places, a district, site, building, structure, or object must possess one of the following characteristics:

- The project is associated with events that have made a significant contribution to the broad patterns of American history.
- The project is associated with the lives of persons significant in the past.
- The project embodies the distinctive characteristics of a type, period, or method of construction, or represents the work of a master, or possesses high artistic values, or represents a significant and distinguishable entity whose components may lack individual distinction.
- The project has yielded, or may be likely to yield, information important in prehistory or history.

#### **California Register of Historical Resources**

The California Register of Historical Resources program has been crafted to allow the State and local agencies, private groups, and citizens to identify, evaluate, register, and protect historical resources. It is also the authoritative guide to the State's significant historical and archeological resources. The California Register of Historical Resources includes buildings, structures, objects, sites, and districts significant in the architectural, engineering, scientific, economic, agricultural, educational, social, political, military, or cultural annals of California. As of 2015, no properties located in Costa Mesa were included in the California Register of Historical Resources. However, the City contains one property designated as a California Historical Landmark: 1900 Adams Avenue – Diego Sepulveda Adobe. The Santa Ana Army Air Base site at 88 Fair Drive has been designated a California Point of Historical Interest.

#### **Mills Act**

In 1972, California State Senator James Mills introduced a bill, known as the Mills Act, to grant property tax relief to owners of qualified historical properties. The Mills Act is a preservation tool created by the California

## **Historical and Cultural Resources Element**

Legislature to encourage the preservation and restoration of historical properties. The Mills Act enables cities to enter into property agreements with owners of qualifying historical properties, which results in a reduction to the owner's property taxes. The agreements also provide a benefit to cities in that they ensure preservation, guarantee authentic rehabilitations, and provide a higher level of maintenance of cultural resources that are important to communities. A few properties in Costa Mesa utilize the Mills Act.

### **Local Program: Historic Preservation Ordinance**

In 1999, the City adopted its Historic Preservation Ordinance (Article 14 of the Municipal Code) to preserve designated historical and cultural resources. Pursuant to the ordinance, a local historical resource is any building, structure, natural feature, site, landscape, object, or improvement that is of significance to the people of the City, the State, or the nation. To be designated a local landmark, a historical resource must be over 50 years of age, or in special circumstances under 50 years of age, and meet one or more of the following requirements:

- Exemplifies or reflects special elements of the City's cultural, social, economic, political, aesthetic, engineering, architectural, or natural history; or
- Is identified with persons or events significant in local, state, or natural history; or
- Embodies distinctive characteristics of a style, type, period, or method of construction, or is a valuable example of the use of indigenous materials or craftsmanship; or
- Represents the work of a notable builder, designer, or architect; or
- Contributes to the significance of a historical area, being a geographically definable area possessing a concentration of historical or scenic properties, or thematically related grouping of properties, which contribute to each other and are unified aesthetically by plan or physical development; or
- Has a unique location or singular physical characteristics or is a view or vista representing an established and familiar visual feature of a neighborhood community or of the City; or

## **Historical and Cultural Resources Element**

- Embodies elements of architectural design, detail, materials, or craftsmanship that represents a significant structural or architectural achievement or innovation; or
- Is similar to other distinctive properties, sites, areas, or objects based on a historical, cultural, or architectural motif; or
- Reflects significant geographical patterns, including those associated with different eras of settlement and growth, particular transportation modes, or distinctive examples of park or community planning; or
- Is a type of building or is associated with a business or use which was once common but is now rare; or
- Yields, or may yield, information important in prehistory or history; or
- Retains the integrity of those characteristics necessary to convey its significance.

As of 2015, the Huscroft House (located at 2529 Santa Ana Avenue) was the only resource listed on the City's Local Register of Historic Places. In addition, 30 other properties have been evaluated as eligible to be included (see Table HCR-1 for list of these properties).

### **Historical Districts and Neighborhood Character Areas**

To recognize historical communities in Costa Mesa and groupings of historical resources and places of interest, General Plan policies allow City staff to explore the creation of historical districts and/or neighborhood character areas.

## Historical and Cultural Resources Element



*Huscroft House, officially listed as a local historical resource is a Craftsman-styled house built in the early 1920s and moved to Costa Mesa from Santa Ana in 1954*

A historical district is a definable and unified geographic area that possesses a significant concentration, linkage, or continuity of sites, buildings, structures, or objects united historically or aesthetically by plan or physical development. It can also be distinguished from surrounding areas and present the same constraints and opportunities as individually listed properties. Historical districts can be designated at the national, State, and/or local level, and each level of designation has its own specific criteria. In addition, each level of designation entails a different level of protection, triggers different levels of review, and designates the property(ies) as potentially eligible for various preservation incentives.

A neighborhood character area, also commonly referred to as a conservation district, is a tool used to define a group of significant historical resources that do not retain adequate integrity to qualify as a historical district but still maintain important levels of cultural, historical, or architectural significance. The focus of a neighborhood character area includes maintaining basic community character, but not necessarily specific historical details of buildings or landscapes. Neighborhood character areas are designated as a zoning overlay, which geographically cover a neighborhood and may be coupled with other regulations. Conceptually, a neighborhood character area creates “buffer zones” to transition from historical districts to surrounding development.

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## Key Historical Preservation Issues

### *Loss of Historical Buildings*

Historical resources can be subject to decay and disrepair. As a result, continuing to develop a comprehensive preservation program implemented through the Historical Preservation Ordinance is essential to preserving the City's historical and cultural resources. As part of implementation of the preservation program, the City will update its historical resources survey to identify and inventory historical and cultural resources. The survey should be prepared and maintained periodically and be consistent with State and federal preservation standards. Through implementation of a historical resources survey, greater protection and community awareness of the resources can be achieved.

### *New Development Compatibility and Potential Impacts*

Costa Mesa's historical neighborhoods have developed over many decades with a significant amount of residential neighborhoods built in the mid 1950s and 1960s, post-World War II. These residential neighborhoods established subdivision patterns and architectural design styles that are characteristic of the era. The City's "Residential Design Guidelines," last updated in 2013, promote architectural design styles that will be compatible with the character of the affected neighborhoods. As Costa Mesa continues to grow and becomes more intensely urbanized, the potential impacts from new development can create significant issues, including density, land use compatibility, scale, mass, noise, and development patterns.

With sensitive and thoughtful design and development, new construction, rehabilitation, and adaptive reuse projects can enhance the historical character of the City while still meeting its contemporary needs.

### *Preservation of Post-World War II Historical Resources*

Costa Mesa is home to post-World War II buildings and tract housing developments that have become old enough and/or developed sufficient significance to be considered historical resources. As the age threshold for determining whether or not a property is "historical" is 50 years, tract housing dating to the 1950s and '60s are beginning to present themselves as potential historical resources. Buildings may be individually eligible for the local register or may qualify for eligibility only as an intact grouping (i.e., housing tract). This

## Historical and Cultural Resources Element

topic warrants exploration given that many neighborhoods, particularly east of Newport Boulevard, contain representative examples of some of the earliest tract housing development in Orange County.

### *Interpretation of Historical Resources*

Interpretation of historical resources refers to the way in which historical buildings, objects, and sites are identified and presented to the public. An effective interpretation program helps preserve a sense of local history and enhances opportunities for cultural heritage tourism. The City will explore implementing an interpretation program to preserve local history.

### *Lack of Resources for Educating Residents about Identifying and Caring for Historical Properties*

Property owners often unknowingly alter historical properties in a manner that causes significant loss of architectural integrity, which renders potential resources ineligible for inclusion in the local inventory. Likewise, City employees charged with preservation program implementation and code enforcement often do not have sufficient training in managing historical resources to adequately address historical preservation.



*Blacksmith's shop built in 1909 with a false front façade located at the 1800 block of Fullerton Avenue*

## Goals, Objectives, and Policies

The City aims to preserve, enhance, and promote its history and cultural resources, and to integrate these efforts with broader community goals of economic development. Costa Mesa seeks to continue its progress to actively preserve historical resources, identify economically viable uses, encourage public knowledge of resources, and foster civic pride.

The potential for adaptive reuse and revitalization of existing structures, which would add to the character of Costa Mesa, is high. The City will promote the development of appropriate land uses, site design, and architectural treatments to ensure compatibility of new development with the character of surrounding historical resources.

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### **Goal HCR-1: Historical, Archeological, and Paleontological Resource Preservation**

The City of Costa Mesa supports focused efforts to provide residents with a sense of community and history through the protection and preservation of historical and cultural resources.

**Objective HCR-1:** *Encourage preservation and protection of the City's archaeological, paleontological, and historical resources.*

#### **Preserving Historical Resources**

**Policy HCR-1.A:** Encourage protection and enhancement of the diverse range of historical sites and resources in the City for the benefit of current and future residents and visitors.

**Policy HCR-1.B:** Encourage the preservation of significant historical resources (as identified in Table HCR-1) by developing and implementing incentives such as building and planning application permit fee waivers, Mills Act contracts, grants and loans, and implementing other incentives identified in the Historical Preservation Ordinance.

**Policy HCR-1.C:** Promote context-sensitive design that respects and celebrates the history and historical character of sites and resources while meeting contemporary needs of the community.

## **Historical and Cultural Resources Element**

- Policy HCR-1.D:** Require, as part of the environmental review procedure, an evaluation of the significance of paleontological, archaeological, and historical resources, and the impact of proposed development on those resources.
- Policy HCR-1.E:** Continue to identify local landmarks with markers and way-finding signage. Include informational signage about local history, utilizing maps to highlight locations of other historical resources at popular historical sites.
- Policy HCR-1.F:** Encourage development of an interpretive center for paleontological, archaeological, and historical resources at Fairview Park. The center may contain resources found in the park area as well as resources found throughout the City.

### **Preserving Archaeological Resources**

- Policy HCR-2.A:** Require cultural resources studies (i.e., archaeological and historical investigations) for all applicable discretionary projects, in accordance with CEQA regulations. The studies should identify cultural resources (i.e., prehistorical sites, historical sites, and isolated artifacts and features) in the project area, determine their eligibility for inclusion in the California Register of Historical Resources, and provide mitigation measures for any resources in the project area that cannot be avoided. Cultural resources studies shall be completed by a professional archaeologist that meets the Secretary of the Interior's Professional Qualifications Standards in prehistorical or historical archaeology.
- Policy HCR-2.B:** Comply with requirements of the California Environmental Quality Act regarding protection and recovery of archaeological resources discovered during development activities.

### **Preserving Paleontological Resources**

- Policy HCR-3A:** Require paleontological studies for all applicable discretionary projects. The studies should identify paleontological resources in the project area, and provide mitigation measures for any resources in the project area that cannot be avoided.

## **Historical and Cultural Resources Element**

**Policy HCR-3B:** Comply with the California Environmental Quality Act regarding the protection and recovery of paleontological resources during development activities.

# Chapter 12: Glossary

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## General Plan Glossary of Terms

The terms in this glossary are adapted from the California General Plan Glossary, 1997, published by the California Planning Roundtable, the 2003 *General Plan Guidelines*, published by the Governor's Office of Planning and Research, the 2010 *Glossary of Land Use and Planning Terms*, published by the Institute for Local Government, and the Glossary section of the draft SCAG 2016-2040 *Regional Transportation Plan and Sustainable Community Strategy*.

### 12.1 ABBREVIATIONS

**AB32:** California Global Warming Solutions Act of 2006

**ADT:** Average daily trips made by vehicles or persons in a 24-hour period

**AELUP:** Airport Environs Land Use Plan

**AICUZ:** Air Installation Compatibility Use Zone

**ALUC:** Airport Land Use Commission

**AQMD:** South Coast Air Quality Management District

**AQMP:** Air Quality Management Plan

**ARB:** Air Resources Board

**BRT:** Bus Rapid Transit

**CDBG:** Community Development Block Grant

## **Glossary**

**CEQA:** California Environmental Quality Act

**CHFA:** California Housing Finance Agency

**CIP:** Capital Improvements Program

**CMP:** Congestion Management Plan

**CMSD:** Costa Mesa Sanitary District

**CNEL:** Community Noise Equivalent Level

**COG:** Council of Governments

**CPTED:** Crime Prevention Through Environmental Design

**CSDOC:** County Sanitation District of Orange County

**CSS:** Coastal Sage Scrub

**DAMP:** Drainage Area Master Plan

**dB:** Decibel

**EIR:** Environmental Impact Report (State)

**EMS:** Emergency Medical Services

**EOP:** Emergency Operations Plan

**EPA:** Environmental Protection Agency

**FAA:** Federal Aviation Administration

**FAR:** Floor Area Ratio

**FEMA:** Federal Emergency Management Agency

**FHBP:** Friends of Harbors, Beaches and Parks

**FIRM:** Flood Insurance Rate Map

**GHG:** Greenhouse Gas

**HUD:** U.S. Department of Housing and Urban Development

**MFI:** Median Family Income

**IRWD:** Irvine Ranch Water District

**ISO:** Independent System Operator

**JUA:** Joint Use Agreement

**JWA:** John Wayne Airport

**LAFCO:** Local Agency Formation Commission

**LCP:** Local Coastal Plan

**LOS:** Level of Service

**Mesa:** Mesa Consolidated Water District

**MPAH:** Orange County Master Plan of Arterial Highways

**MPB:** Costa Mesa Master Plan of Bikeways

**MPSH:** Costa Mesa Master Plan of Street and Highways

**MWD:** Metropolitan Water District

**MWDOC:** Metropolitan Water District of Orange County

**NMUSD:** Newport-Mesa Unified School District

**NPDES:** National Pollutant Discharge Elimination System

**OCFEC:** Orange County Fair and Exposition Center

**OCWD:** Orange County Water District

**OCRCP:** Orange Coast River Park

**OCTA:** Orange County Transportation Authority

**RHNA:** Regional Housing Needs Assessment

**RPZ:** Runway Protection Zone

**PMP:** Performance Monitoring Program

## **Glossary**

**PPM:** Parts Per Million

**PUC:** Public Utilities Commission

**PX:** Power Exchange

**ROCK:** Recreation On Campus for Kids

**RTP/SCS:** SCAG Regional Transportation Plan/Sustainable Communities Strategy

**RWQCB:** Regional Water Quality Control Board

**SCAG:** Southern California Association of Governments

**SoBECA:** South Bristol Entertainment and Cultural Arts District

**SOI:** Sphere of Influence

**SRA:** State Responsibility Areas

**SRO:** Single Room Occupancy

**SRRE:** Source Reduction and Recycling Element

**SWP:** State Water Project

**SWPP:** Storm Water Pollution Prevention Plan

**TDM:** Transportation Demand Management

**TDR:** Transportation of Development Rights

**TDS:** Total Dissolved Solids

**TSM:** Transportation Systems Management

**UBC:** Uniform Building Code

**VMT:** Vehicle Miles Traveled

**WQMP:** Water Quality Management Plan

## 12.2 TERMS AND DEFINITIONS

**AB 32:** California’s Global Warming Solutions Act of 2006. The Act requires that California’s greenhouse gas (GHG) emissions be reduced to 1990 levels by 2020.

**Acres, Gross:** The total area within the lot lines of a lot of land before public streets, easements or other areas to be dedicated or reserved for public use are deducted from such lot, and not including adjacent lands already dedicated for such purposes.

**Acres, Net:** The buildable portion of a site. The following generally are not included in the net acreage of a site: public or private road rights-of-way, public open-space, and flood ways.

**Active Transportation:** A mode of transportation that includes walking, running, biking, skateboarding and other human powered forms of transportation. It can also include low-speed electrical devices such as motorized wheel chairs, Segways, electric-assist bicycles and neighborhood electric vehicles, such as golf carts

**Adaptive Reuse:** Converting obsolete or historic buildings from their original or most recent use to a new use. For example, an old manufacturing site could be converted into apartments or retail space.

**Aging in Place:** The ability to live in one’s own home and community safely, independently, and comfortably, regardless of age, income, or ability level.

**Affordable Housing:** Housing capable of being purchased or rented by a household with very low, low, or moderate income, based on a household’s ability to make monthly payments necessary to obtain housing. “Affordable to low-and moderate-income households” means that at least 20 percent of the units in a development will be sold or rented to lower income households, and the remaining units to either lower or moderate income households. Housing units for lower income households must sell or rent for a monthly cost not greater than 30 percent of 60 percent of area median income as periodically established by Housing and Community Development Department of the State of California (HCD). Housing units for moderate income must sell or rent for a monthly cost not greater than 30 percent of area median income.

**Glossary**

**Agriculture:** Use of land for the production of food and fiber, including the growing of crops and/or the grazing of animals on natural prime or improved pasture land.

**Air Rights:** The right granted by a property owner to a buyer to use space above an existing right-of-way or other site, usually for development.

**Ambient:** Surrounding on all sides; used to describe measurements of existing conditions with respect to traffic, noise, air and other environments.

**Annex:** To incorporate a land area into an existing district or municipality.

**Anthropogenic.** Made by people or resulting from human activities. Usually used in the context of emissions produced by human activities.

**Aquifer:** An underground, water-bearing layer of earth, porous rock, sand, or gravel, through which water can seep or be held in natural storage. Aquifers generally hold sufficient water to be used as a water supply.

**Articulation:** Variation in the depth of the building plane, roof line, or height of a structure that breaks up plain, monotonous areas and creates patterns of light and shadow.

**As-of-Right Use:** A use of land that is permitted as a principal use in a zoning district.

**Attainment:** Compliance with State and federal ambient air quality standards within an air basin. (See “Non-attainment.”)

**Base Flood:** In any given year, a 100-year flood that has a one percent likelihood of occurring, and is recognized as a standard for acceptable risk.

**Benefit Assessment District:** An area within a public agency’s boundaries that receives a special benefit from the construction of one or more public facilities. A Benefit Assessment District has no independent life; it is strictly a financing mechanism for providing public infrastructure as allowed under various statutes. Bonds may be issued to finance the improvements, subject to repayment by assessments charged against the benefiting properties. Creation of a Benefit Assessment District enables property owners in a specific area to cause the construction of public facilities or to maintain them (for

example, a downtown, or the grounds and landscaping of a specific area) by contributing their fair share of the construction and/or installation and operating costs.

**Bicycle Boulevards:** Streets with low motorized traffic volumes and speeds, designated and designed to give bicycle travel priority. Bicycle Boulevards use signs, pavement markings, and speed and volume management measures to discourage through trips by motor vehicles and create safe, convenient bicycle crossings of busy arterial streets.

**Bikeways:** A term that encompasses bicycle lanes, bicycle paths, bicycle routes, and cycle tracks. Bikeways are divided into the following four classes pursuant to the California Department of Transportation Highway Design Manual:

***Class I (Bicycle Trail):*** A paved route not on a street or roadway and expressly reserved for bicycles traversing an otherwise unpaved area. Bicycle trails may parallel roads but typically are separated from them by landscaping.

***Class II (Bicycle Lane):*** A corridor expressly reserved for bicycles, existing on a street or roadway in addition to any lanes for use by motorized vehicles.

***Class III (Bicycle Route):*** A facility shared with motorists and identified only by signs, a bicycle route has no pavement markings or lane stripes.

***Class IV (Cycle Track/Separated Bikeways):*** A bikeway for the exclusive use of bicycles and includes a separation required between the separated bikeway and the through vehicular traffic. The separation may include, but is not limited to, grade separation, flexible posts, inflexible posts, inflexible barriers, or on-street parking.

**Biotic Community:** A group of living organisms characterized by a distinctive combination of both animal and plant species in a particular habitat.

**Blight:** A condition of a site, structure, or area that may cause nearby buildings and/or areas to decline in attractiveness and/or utility. The Community Redevelopment Law (Health and Safety Code, Sections 33031 and 33032) contains a definition of blight used to determine eligibility of proposed redevelopment project areas.

## Glossary

**Buffer Zone:** An area of land separating two distinct land uses that acts to soften or mitigate the effects of one land use on the other.

**Building Coverage:** The amount of a lot that is covered by buildings, usually expressed as a percentage.

**Building Envelope:** The space remaining on a site for structures after all building setback, height limit, and bulk requirements have been met.

**Building Intensity.** For residential uses, the actual number or the allowable range of dwelling units per net or gross acre. For non-residential uses, the actual or the maximum permitted floor area ratio (FAR). *See Floor Area Ratio.*

**Buildout:** Development of land to its full potential or theoretical capacity as permitted under current or proposed planning or zoning designations.

**Bulk Regulations:** Zoning or other regulations that control the height, mass, density, and location of buildings. The purpose of bulk regulations is to provide proper light, air, and open space. Some bulk regulations also are intended to reflect context-sensitive design.

**Business Improvement Districts:** Public-private partnerships among property owners and commercial tenants who collectively contribute to the maintenance, development and promotion of their commercial district.

**Busway:** A vehicular right-of-way or portion thereof reserved exclusively for buses

**California Environmental Quality Act (CEQA):** A State law requiring State and local agencies to regulate activities with consideration for environmental protection. If a proposed activity has the potential for a significant adverse environmental impact, an Environmental Impact Report (EIR) must be prepared and certified as to its adequacy before taking action on the proposed project.

**California Housing Finance Agency (CHFA):** A State agency, established by the Housing and Home Finance Act of 1975, which is authorized to sell revenue bonds and generate funds for the development, rehabilitation, and conservation of low-and moderate-income housing.

**Caltrans:** California Department of Transportation.

**Cap-and-Trade:** A market based regulation that is designed to reduce greenhouse gases (GHGs) from multiple sources. Cap-and-trade sets a firm limit or cap on GHGs and minimizes the compliance costs of achieving California's AB 32 goals. The cap will decline approximately 3 percent each year beginning in 2013. Trading creates incentives to reduce GHGs below allowable levels through investments in clean technologies. With a carbon market, a price on carbon is established for GHGs. Market forces spur technological innovation and investments in clean energy. Cap-and-trade is an environmentally effective and economically efficient response to climate change.

**Carbon Dioxide (CO<sub>2</sub>):** A naturally occurring gas, and also a by-product of burning fossil fuels and biomass, as well as land-use changes and other industrial processes. It is the reference gas against which other greenhouse gases are measured and therefore has a Global Warming Potential of 1. Carbon dioxide represents about 84 percent of total U.S. greenhouse gas emissions.

**Capital Improvements Program (CIP):** A program established by a city or county government and reviewed by its planning commission, which schedules permanent improvements, usually for a minimum of five years in the future, to fit the projected fiscal capability of the local jurisdiction. The program generally is reviewed annually, for conformance to and consistency with the general plan.

**Carrying Capacity:** Used in determining the potential of an area to absorb development: (1) The level of land use, human activity, or development for a specific area that can be accommodated permanently without an irreversible change in the quality of air, water, land, or plant and animal habitats. (2) The upper limits of development beyond which the quality of human life, health, welfare, safety, or community character within an area will be impaired. (3) The maximum level of development allowable under current zoning. (See "Buildout.")

**Climate:** Climate is generally defined as the "average weather" over a period of time ranging from months to thousands of years. The classical period is

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three decades, as defined by the World Meteorological Organization (WMO). Statistical measurements of climate most often focus on surface variables such as temperature, precipitation, and wind. *See Weather.*

**Climate Change:** Climate change refers to any significant change in measures of climate (such as temperature, precipitation, or wind) lasting for an extended period (decades or longer). Climate change may result from: natural factors, such as changes in the sun's intensity or slow changes in the earth's orbit around the sun; natural processes within the climate system (such as changes in ocean circulation); and human activities that change the atmosphere's composition (such as burning fossil fuels) and the land surface (such as deforestation, reforestation, urbanization or desertification).

**Commercial:** A land use classification that permits facilities for the buying and selling of commodities and services.

**Community Care Facility:** Housing for the elderly licensed by the Department of Social Services within the California Health and Human Services Agency, typically for residents who are frail and need supervision. Services normally include three meals daily, housekeeping, security and emergency response, a full activities program, supervision in the dispensing of medicine, personal services such as assistance in grooming and bathing, but no nursing care. These services sometimes referred to as residential care or personal care.

**Community Development Block Grant (CDBG):** A grant program administered by the U.S. Department of Housing and Urban Development (HUD) on a formula basis for entitlement communities, and by the State Department of Housing and Community Development (HCD) for non-entitled jurisdictions. This grant allots money to cities and counties for housing rehabilitation and community development, including public facilities and economic development.

**Community Facilities District:** Under the Mello-Roos Community Facilities Act of 1982 (§53311, et seq.), a legislative body may create within its jurisdiction a special tax district that can finance tax-exempt bonds for the planning, design, acquisition, construction, and/or operation of public facilities,

as well as public services for district residents. Special taxes levied solely within the district are used to repay the bonds.

**Community Noise Equivalent Level (CNEL):** A 24-hour energy equivalent level derived from a variety of single-noise events, with weighting factors of 5 and 10 dBA applied to the evening (7 PM to 10 PM) and nighttime (10 PM to 7 AM) periods, respectively, to allow for the greater sensitivity to noise during these hours.

**Community Park:** Land with full public access intended to provide recreation opportunities beyond those supplied by neighborhood parks. Community parks are larger in scale than neighborhood parks but smaller than regional parks.

**Complete Streets:** Streets designed to accommodate all modes of travel and enable safe access for all users. Pedestrians, bicyclists, motorists and bus riders of all ages and abilities are able to safely move along and across a complete street.

**Congestion Management Plan (CMP):** A mechanism employing growth management techniques, including traffic level of service requirements, standards for public transit, trip reduction programs involving transportation systems management and jobs/housing balance strategies, and capital improvement programming, for the purpose of controlling and/or reducing the cumulative regional traffic impacts of development.

**Connectivity:** The ease of travel between two points. The degree to which streets or areas are interconnected and easily accessible to one another by direct routes. An example of high connectivity would be a dense grid pattern in a downtown area.

**Consistency; Consistent With:** Free from significant variation or contradiction. The various diagrams, text, goals, policies, and programs in the general plan must be consistent with each other, not contradictory or preferential. The term “consistent with” is used interchangeably with “conformity with.” The courts have held that the phrase “consistent with” means “agreement with; harmonious with.”

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Webster defines “conformity with” as meaning harmony, agreement when used with “with.” The term “conformity means in harmony therewith or agreeable to (Sec 58 Ops.Cal.Atty.Gen. 21, 25 [1975]). California State law also requires that a general plan be internally consistent and also requires consistency between a general plan and implementation measures such as the zoning ordinance. As a general rule, an action program or project is consistent with the general plan if, considering all its aspects, it will further the objectives and policies of the general plan and not obstruct their attainment.

**Covenants, Conditions, and Restrictions (CC&Rs):** A term used to describe restrictive limitations that may be placed on property and its use, and which usually are made a condition of holding title or lease.

**Critical Facility:** Facilities housing or serving many people, that are necessary in the event of an earthquake or flood, such as hospitals, fire, police, and emergency service facilities, utility “lifeline” facilities, such as water, electricity, and gas supply, sewage disposal, and communications and transportation facilities.

**Cul-de-Sac:** A short street or alley with only a single means of ingress and egress at one end and with a large turnaround at its other end.

**Day-Night Average Sound Level (Ldn):** The A-weighted average sound level for a given area (measured in decibels) during a 24-hour period with a 10 dB weighting applied to night-time sound levels. The Ldn is approximately numerically equal to the CNEL for most environmental settings.

**dB (Decibel):** a unit used to express the relative intensity of a sound as it is heard by the human ear.

**dBA:** The “A-weighted” scale for measuring sound in decibels; weighs or reduces the effects of low and high frequencies in order to simulate human hearing. Every increase of 10 dBA doubles the perceived loudness though the noise is actually ten times more intense.

**Dedication:** The turning over by an owner or developer of private land for public use, and the acceptance of land for such use by the governmental agency having jurisdiction over the public function for which it will be used.

Dedications for roads, parks, school sites, or other public uses often are made conditions for approval of a development by a city or county.

**Dedication, In lieu of:** Cash payments that may be required of an owner or developer as a substitute for a dedication of land, usually calculated in dollars per lot, and referred to as in lieu fees or in lieu contributions.

**Defensible Space:** (1) In firefighting and prevention, a 30-foot area of non-combustible surfaces separating urban and wildland areas. (2) In urban areas, open-spaces, entry points, and pathways configured to provide maximum opportunities to rightful users and/or residents to defend themselves against intruders and criminal activity.

**Density Bonus:** The allocation of development rights that allows a parcel to accommodate additional square footage or additional residential units beyond the maximum for which the parcel is zoned. Under Government Code §65915, a housing development that provides 20 percent of its units for lower-income households, ten percent of its units for very-low income households, or 50 percent of its units for seniors is entitled to a density bonus and other concessions.

**Density, Residential:** The number of permanent residential dwelling units per acre of land. Densities specified in the General Plan may be expressed in units per gross acre or per net developable acre. (See “Acres, Gross,” and “Developable Acres, Net.”)

**Density, Employment:** A measure of the number of employed persons per specific area (for example, employees/acre).

**Design Review; Design Control:** The comprehensive evaluation of a development and its impact on neighboring properties and the community as a whole, from the standpoint of site and landscape design, architecture, materials, colors, lighting, and signs, in accordance with a set of adopted criteria and standards. “Design Control” requires that certain specific things be done and that other things not be done. Design Control language is most often found within a zoning ordinance. “Design Review” usually refers to a system set up outside of the zoning ordinance, whereby projects are reviewed

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against certain standards and criteria by a specially established design review board or committee.

**Detention Dam/Basin/Pond:** Dams may be classified according to the broad function they serve, such as storage, diversion, or detention. Detention dams are constructed to retard flood runoff and minimize the effect of sudden floods. Detention dams fall into two main types. In one type, the water is temporarily stored and released through an outlet structure at a rate that will not exceed the carrying capacity of the channel downstream. Often, the basins are planted with grass and used for open space or recreation in periods of dry weather. The other type, most often called a retention pond, allows for water to be held as long as possible and may or may not allow for the controlled release of water. In some cases, the water is allowed to seep into the permeable banks or gravel strata in the foundation. This latter type is sometimes called a water-spreading dam or dike because its main purpose is to recharge the underground water supply. Detention dams are also constructed to trap sediment. These are often called debris dams.

**Developable Acres, Net:** The portion of a site that can be used for density calculations. Some communities calculate density based on gross acreage. Public or private road rights-of-way are not included in the net developable acreage of a site.

**Developable Land:** Land that is suitable as a location for structures and that can be developed free of hazards to, and without disruption of, or significant impact on, natural resource areas.

**Development Agreement:** A legislatively-approved contract between a jurisdiction and a person having legal or equitable interest in real property within the jurisdiction (California Government Code §65865 et. seq.) that “freezes” certain rules, regulations, and policies applicable to development of a property for a specified period of time, usually in exchange for certain concessions by the owner.

**Development Fee:** Fee or charge imposed on developers to pay for the costs to the community of providing services to a new development. Development fees must not exceed the estimated reasonable cost of providing the service for which the fee is charged. The most common are: (1) impact fees (such as

parkland acquisition fees, school facilities fees, or street construction fees) related to funding public improvements which are necessitated in part or in whole by the development; (2) connection fees (such as water line fees) to cover the cost of installing public services to the development; (3) permit fees for the administrative costs of processing development plans (such as permits for building, grading, or signage); and (4) application fees for the administrative costs of reviewing and hearing development proposals.

**Discretionary Decision:** An action taken by a governmental agency that calls for the exercise of judgment in deciding whether to approve and/or how to carry out a project.

**Discretionary Project:** An activity which requires the public agency to exercise judgment in deciding whether or not to approve or deny a project, as opposed to an administrative action

**Dwelling Unit:** A room or group of rooms (including sleeping, eating, cooking, and sanitation facilities, but not more than one kitchen), that constitutes an independent housekeeping unit, occupied or intended for occupancy by one household on a long-term basis.

**Easement:** Usually the right to use property owned by another for specific purposes or to gain access to another property. For example, utility companies often have easements on the private property of individuals to be able to install and maintain utility facilities.

**Easement, Conservation:** A tool for acquiring open space with less than full-fee purchase, whereby a public agency buys only certain specific rights from the land owner. These may be positive rights (providing the public with the opportunity to hunt, fish, hike, or ride over the land) or they may be restrictive rights (limiting the uses to which the land owner may devote the land in the future.)

**Easement, Scenic:** A tool that allows a public agency to use an owner's land for scenic enhancement such as roadside landscaping or vista preservation.

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**Elderly Housing:** Typically one- and two-bedroom apartments or condominiums designed to meet the needs of persons 62 years of age and older.

**Emergency Shelter:** A facility that provides immediate and short-term housing and supplemental services for the homeless. Supplemental services may include food, counseling, and access to other social programs.

**Eminent Domain:** The right of a public entity to acquire private property for public use by condemnation and the payment of just compensation.

**Emission Standard:** The maximum amount of pollutant legally permitted to be discharged from a single source, either mobile or stationary.

**Endangered Species:** A species of animal or plant is considered to be endangered when its prospects for survival and reproduction are in immediate jeopardy from one or more causes.

**Energy Intensity:** The ratio of energy consumption to a measure of the demand for energy services (such as the number of buildings, total floorspace, floorspace-hours, number of employees, or constant dollar value of Gross Domestic Product).

**Energy-efficiency:** The ratio of the useful output of services from an article of industrial equipment to the energy use by such an article; for example, vehicle miles traveled per gallon of fuel (mpg).

**Environment:** CEQA defines environment as “the physical conditions which exist within the area which will be affected by a proposed project, including land, air, water, mineral, flora, fauna, noise, and objects of historic or aesthetic significance.”

**Environmental Impact Report (EIR):** A report required pursuant to the California Environmental Quality Act which assesses all the environmental characteristics of an area, determines what effects or impacts will result if the area is altered or disturbed by a proposed action, and identifies alternatives or other measures to avoid or reduce those impacts. (See “California Environmental Quality Act.”)

**Environmental Justice:** The fair treatment of people of all races, cultures, and incomes with respect to the development, adoption, implementation, and enforcement of environmental laws, regulations, and policies (Government Code §65040.12).

**Erosion:** (1) The loosening and transportation of rock and soil debris by wind, rain, or running water. (2) The gradual wearing away of the upper layers of earth.

**Exaction:** A contribution or payment required as an authorized precondition for receiving a development permit; usually refers to mandatory dedication (or fee in lieu of dedication) requirements found in many subdivision regulations.

**Expansive Soils:** Soils that swell when they absorb water and shrink as they dry.

**Expressway:** A divided multi-lane major arterial street for through traffic with partial control of access and with grade separations at major intersections.

**Fair Market Rent:** The rent, including utility allowances, determined by HUD for purposes of administering the Section 8 Existing Housing Program.

**Family:** One or more persons occupying one dwelling unit and living together as a single housekeeping unit.

**Fault:** A fracture in the earth's crust forming a boundary between rock masses that have shifted.

**Feasible:** Capable of being accomplished in a successful manner within a reasonable time taking into account economic, environmental, social, and technological factors.

**Fire Hazard Zone:** An area where, due to slope, fuel, weather, or other fire-related conditions, the potential loss of life and property from a fire necessitates special fire protection measures and planning before development occurs.

**First Mile/Last Mile:** Strategies designed to increase transit usage by making it more convenient and safe to walk or bike to transit stations. This

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includes such strategies as wayfinding, bikeways, sidewalk repair and bike share.

**Fiscal Impact Analysis:** A projection of the direct public costs and revenues resulting from population or employment change to the local jurisdiction(s) in which the change is taking place. Enables local governments to evaluate relative fiscal merits of general plans, specific plans, or projects.

**Flood, 100-Year:** The magnitude of a flood expected to occur on the average every 100 years, based on historical data. The 100-year flood has a 1/100, or one percent, chance of occurring in any given year.

**Flood Insurance Rate Map (FIRM):** For each community, the official map on which the Federal Emergency Management Agency (FEMA) has delineated areas of special flood hazard and the risk premium zones applicable to that community.

**Floodplain:** The relatively level land area on either side of the banks of a stream regularly subject to flooding. That part of the floodplain subject to a one percent chance of flooding in any given year is designated as an “area of special flood hazard” by the Federal Insurance and Mitigation Administration (FIMA).

**Floodway:** The channel of a river or other watercourse and the adjacent land areas that must be reserved in order to discharge the “base flood” without cumulatively increasing the water surface elevation more than one foot. No development is allowed in floodways.

**Floor Area Ratio (FAR):** The gross floor area permitted on a site divided by the total net area of the site, expressed in decimals to one or two places. For example, on a site with 10,000 net sq. ft. of land area, a Floor Area Ratio of 1.0 will allow a maximum of 10,000 gross sq. ft. of building floor area to be built. On the same site, an FAR of 1.5 would allow 15,000 sq. ft. of floor area; an FAR of 2.0 would allow 20,000 sq. ft.; and an FAR of 0.5 would allow only 5,000 sq. ft. Also commonly used in zoning, FARs typically are applied on a parcel-by-parcel basis as opposed to an average FAR for an entire land use or zoning district.

**Freeway:** A high-speed, high-capacity, limited-access road serving regional and county-wide travel. Such roads are free of tolls, as contrasted with “turnpikes” or other “toll roads” now being introduced into Southern California. Freeways generally are used for long trips between major land use generators. At Level of Service “E,” they carry approximately 1,875 vehicles per lane per hour, in both directions. Major streets cross at a different grade level.

**Gateway:** A point along a roadway where a motorist gains a sense of entering a city or county.

**Ground Failure:** Ground movement or rupture caused by strong shaking during an earthquake. This includes landslides, lateral spreading, liquefaction, and subsidence.

**Ground Shaking:** Ground movement resulting from the transmission of seismic waves during an earthquake.

**Groundwater:** Water under the earth’s surface, often confined to aquifers capable of supplying wells and springs.

**Growth Management:** The use by a community of a wide range of techniques in combination to determine the amount, type, and rate of development desired by the community and to channel that growth into designated areas. Growth management policies can be implemented through growth rates, zoning, capital improvement programs, public facilities ordinances, urban limit lines, standards for levels of service, and other programs. (See “Congestion Management Plan.”)

**Guidelines:** General statements of policy direction around which specific details may be later established.

**Habitat:** The physical location or type of environment in which an organism or biological population lives.

**Hazardous Material:** Any substance that, because of its quantity, concentration, or physical or chemical characteristics, poses a significant present or potential hazard to human health and safety or to the environment

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if released into the workplace or the environment. The term includes, but is not limited to, hazardous substances and hazardous wastes.

**Highest and Best Use:** The use of a property that will bring the greatest profit to its owners. In theory, the economics of the real estate market establish a maximum value for each parcel of land at any given time. However, owners are not necessarily entitled to that use, particularly when that use may have negative effects on the use and enjoyment of neighboring properties.

**Historic Preservation:** The preservation of historically significant structures and neighborhoods until such time as, and in order to facilitate, restoration and rehabilitation of the building(s) to a former condition.

**Household:** All those persons--related or unrelated—who occupy a single housing unit. (See “Family.”) **Households, Number of:** The count of all year-round housing units occupied by one or more persons. The concept of *household* is important because the formation of new households generates the demand for housing. Each new household formed creates the need for one additional housing unit or requires that one existing housing unit be shared by two households. Thus, household formation can continue to take place even without an increase in population, thereby increasing the demand for housing.

**Housing and Urban Development, U.S. Department of (HUD):** A cabinet-level department of the federal government that administers housing and community development programs.

**Housing Unit:** The place of permanent or customary abode of a person or family. A housing unit may be a single-family dwelling, a multi-family dwelling, a condominium, a modular home, a mobile home, a cooperative, or any other residential unit considered real property under State law. A housing unit has, at least, cooking facilities, a bathroom, and a place to sleep. It also is a dwelling that cannot be moved without substantial damage or unreasonable cost.

**HOT Lane High-Occupancy Toll Lane:** An HOV lane that single-occupant drivers can pay to drive in, also referred to as “Express Lanes.”

**High-Occupancy Vehicle (HOV):** Any vehicle other than a driver-only automobile (e.g., a vanpool, a bus, or a car carrying two or more persons).

**Impact Fee:** A fee, also called a development fee, levied on the developer of a project by a city, county, or other public agency as compensation for otherwise-unmitigated impacts the project will produce. Government Code §66000, et seq., specifies that development fees shall not exceed the estimated reasonable cost of providing the service for which the fee is charged. To lawfully impose a development fee, the public agency must verify its method of calculation and document proper restrictions on use of the fund. Impact/development fees may be used to pay for preparing and updating general plans and specific plans.

**Impacted Areas:** Census tracts where more than 50 percent of the dwelling units house low- and very- low income households.

**Impervious Surface:** Surface through which water cannot penetrate, such as roof, road, sidewalk, and paved parking lot. The amount of impervious surface increases with development and establishes the need for drainage facilities to carry the increased runoff.

**Incorporation:** Creation of a new city.

**Incubator Space:** Retail or industrial space that is affordable to new, low-margin businesses.

**Industrial:** The manufacture, production, and processing of consumer goods. Industrial is often divided into “heavy industrial” uses, such as construction yards, quarrying, and factories; and “light industrial” uses, such as research and development and less intensive warehousing and manufacturing.

**Infill Development:** Development of vacant land (usually individual lots or leftover properties) within areas that are already largely developed.

**Infrastructure:** Public services and facilities, such as sewage-disposal systems, water-supply systems, other utility systems, and roads.

**Institutional Uses:** (1) Publicly or privately owned and operated activities such as hospitals, convalescent hospitals, intermediate care facilities, nursing homes, museums, and schools and colleges; (2) churches and other religious

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organizations; and (3) other non-profit activities of a welfare, educational, or philanthropic nature that cannot be considered residential, commercial, or industrial. (See “Public and Quasi-public Facilities.”)

**Intensity, Building:** For residential uses, the actual number or the allowable range of dwelling units per net or gross acre. For non-residential uses, the actual or the maximum permitted floor area ratios (FARs).

**Intermittent Stream:** A stream that normally flows for at least thirty (30) days after the last major rain of the season and is dry a large part of the year.

**Issues:** Important unsettled community matters or problems that are identified in a community’s general plan and dealt with by the plan’s objectives, policies, plan proposals, and implementation programs.

**Jobs/Housing Balance; Jobs/Housing Ratio:** The availability of affordable housing for employees. The jobs/housing ratio divides the number of jobs in an area by the number of employed residents. A ratio of 1.0 indicates a balance. A ratio greater than 1.0 indicates a net in-commute; less than 1.0 indicates a net out-commute.

**Joint Powers Authority (JPA):** A legal arrangement that enables two or more units of government to share authority in order to plan and carry out a specific program or set of programs that serves both units.

**Joint-use Agreements:** Agreements between two or more entities, such as a city, county, school district, nonprofit or private organization, to share capital, operating costs and responsibilities for a facility. Examples include recreational space, meeting facilities, libraries and community centers.

**Landmark:** (1) A building, site, object, structure, or significant tree, having historical, architectural, social, or cultural significance and marked for preservation by the local, state, or federal government. (2) A visually prominent or outstanding structure or natural feature that functions as a point of orientation or identification.

**Landslide:** Downslope movement of soil and/or rock, which typically occurs during an earthquake or following heavy rainfall.

**Land Use Classification:** A system for classifying and designating the appropriate use of properties.

**Lateral Spreading:** Lateral movement of soil, often as a result of liquefaction during an earthquake.

**Ldn:** Day-Night Average Sound Level. The A-weighted average sound level for a given area (measured in decibels) during a 24-hour period with a 10 dB weighting applied to night-time sound levels. The Ldn is approximately numerically equal to the CNEL for most environmental settings.

**LEED:** An acronym for Leadership in Energy and Environmental Design. LEED is a voluntary, consensus based green building rating system developed and maintained by the U.S. Green Building Council to support and certify successful green building design, construction and operations.

**LEED for Neighborhood Development (LEED-ND):** A rating system for neighborhood design. The rating system integrates the principles of smart growth, urbanism and green building and emphasizes the creation of compact, walkable, vibrant, mixed-use neighborhoods with good connections to nearby communities.

**Level of Service (LOS) Standard:** A standard used by government agencies to measure the quality or effectiveness of a municipal service, such as police, fire, or library, or the performance of a facility, such as a street or highway.

**Level of Service (Traffic):** A scale that measures the amount of traffic that a roadway or intersection can accommodate, based on such factors as maneuverability, driver dissatisfaction, and delay.

**Level of Service A:** Indicates a relatively free flow of traffic, with little or no limitation on vehicle movement or speed.

**Level of Service B:** Describes a steady flow of traffic, with only slight delays in vehicle movement and speed. All queues clear in a single signal cycle.

**Level of Service C:** Denotes a reasonably steady, high-volume flow of traffic, with some limitations on movement and speed, and occasional backups on critical approaches.

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**Level of Service D:** Designates the level where traffic nears an unstable flow. Intersections still function, but short queues develop and cars may have to wait through one cycle during short peaks.

**Level of Service E:** Represents traffic characterized by slow movement and frequent (although momentary) stoppages. This type of congestion is considered severe, but is not uncommon at peak traffic hours, with frequent stopping, long-standing queues, and blocked intersections.

**Level of Service F:** Describes unsatisfactory stop-and-go traffic characterized by “traffic jams” and stoppages of long duration. Vehicles at signalized intersections usually have to wait through one or more signal changes, and “upstream” intersections may be blocked by the long queues.

**Liquefaction:** The transformation of loose, wet soil from a solid to a liquid state, often as a result of ground shaking during an earthquake.

**Local Agency Formation Commission (LAFCO):** A five- or seven-member commission within each county that reviews and evaluates all proposals for formation of special districts, incorporation of cities, annexation to special districts or cities, consolidation of districts, and merger of districts with cities. Each county’s LAFCO is empowered to approve, disapprove, or conditionally approve such proposals. The LAFCO members generally include two county supervisors, two city council members, and one member representing the general public. Some LAFCOs include two representatives of special districts.

**Local Coastal Program (LCP):** A combination of a local governments land use plans, zoning ordinances, zoning district maps, and (within sensitive coastal resources areas) other implementing actions that together meet the local requirements of, and implement the provisions and policies of, the California Coastal Act of 1976.

**Local Coastal Program Land Use Plan:** The relevant portion of a local government general plan or coastal element that details type, location, and intensity of land use, applicable resource protection and development policies, and, where necessary, implementation actions.

**Low-income Household:** A household with an annual income usually no greater than 80 percent of the area median family income adjusted by

household size, as determined by a survey of incomes conducted by a city or a county, or in the absence of such a survey, based on the latest available eligibility limits established by the U.S. Department of Housing and Urban Development (HUD) for the Section 8 housing program.

**Low-income Housing Tax Credits:** Tax reductions provided by the federal and State governments for investors in housing for low-income households.

**L10:** A statistical descriptor indicating peak noise levels—the sound level exceeded ten percent of the time. It is a commonly used descriptor of community noise, and has been used in Federal Highway Administration standards and the standards of some cities and counties.

**Manufactured Housing:** Residential structures that are constructed entirely in the factory and that, since June 15, 1976, have been regulated by the federal Manufactured Home Construction and Safety Standards Act of 1974 under the administration of HUD. (See “Mobilehome” and “Modular Unit.”)

**Mean Sea Level:** The average altitude of the sea surface for all tidal stages.

**Median Strip:** The dividing area, either paved or landscaped, between opposing lanes of traffic on a roadway.

**Mercalli Intensity Scale:** A subjective measure of the observed effects (human reactions, structural damage, geologic effects) of an earthquake. Expressed in Roman numerals from I to XII.

**Mineral Resource:** Land on which known deposits of commercially viable mineral or aggregate deposits exist. This designation is applied to sites determined by the State Division of Mines and Geology as being a resource of regional significance, and is intended to help maintain the quarrying operations and protect them from encroachment of incompatible land uses.

**Mixed-use:** Properties on which various uses, such as office, commercial, institutional, and residential, are combined in a single building or on a single site in an integrated development project with significant functional interrelationships and a coherent physical design. A “single site” may include contiguous properties.

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**Moderate-income Household:** A household with an annual income between the lower income eligibility limits and 120 percent of the area median family income adjusted by household size, usually as established by the U.S. Department of Housing and Urban Development (HUD) for the Section 8 housing program.

**Multimodal:** A mixture of the several modes of transportation, such as transit, highways, non-motorized, etc.

**National Ambient Air Quality Standards:** The prescribed level of pollutants in the outside air that cannot be exceeded legally during a specified time in a specified geographical area.

**National Flood Insurance Program:** A federal program that authorizes the sale of federally subsidized flood insurance in communities where such flood insurance is not available privately.

**National Historic Preservation Act:** A 1966 federal law that established a National Register of Historic Places and the Advisory Council on Historic Preservation, and that authorized grants-in-aid for preserving historic properties.

**National Register of Historic Places:** The official list, established by the National Historic Preservation Act, of sites, districts, buildings, structures, and objects significant in the nation's history or whose artistic or architectural value is unique.

**Neighborhood:** A planning area commonly identified as such in a community's planning documents, and by the individuals residing and working within the neighborhood. Documentation may include a map prepared for planning purposes, on which the names and boundaries of the neighborhood are shown.

**Neighborhood Park:** City- or county-owned land intended to serve the recreation needs of people living or working within one-half mile radius of the park.

**Noise:** Any sound that is undesirable because it interferes with speech and hearing, or is intense enough to damage hearing, or is otherwise annoying. Noise, simply, is “unwanted sound.”

**Noise Attenuation:** Reduction of the level of a noise source using a substance, material, or surface, such as earth berms and/or solid concrete walls.

**Noise Contour:** A line connecting points of equal noise level as measured on the same scale. Noise levels greater than the 60 Ldn contour (measured in dBA) require noise attenuation in residential development.

**Non-attainment:** The condition of not achieving a desired or required level of performance. Frequently used in reference to air quality. (See “Attainment.”)

**Official County Scenic Highway:** A segment of state highway identified in the Master Plan of State Highways Eligible for Official Scenic Highway Designation and designated by the Director of the Department of Transportation (Caltrans).

**Open Space:** An area that is intended to provide light and air, and is designed for either environmental, scenic or recreational purposes. Open space may include, but is not limited to, lawns, decorative planting, walkways, active and passive recreational areas, playgrounds, fountains, swimming pools, wooded areas; first floor decks; unenclosed patios with solid or lattice roofs; water courses; and surfaces covered by not more than 5 feet in depth by projections which are at least 8 feet above grade.

Open space shall not include the following: driveways; parking lots; other surfaces designed or intended for vehicular travel; and upper floor decks, balconies or areas under projections which are less than 8 feet above grade.

**Ordinance:** A law or regulation set forth and adopted by a governmental authority, usually a city or county.

**Overlay:** A land use designation on the General Plan Land Use Map, or a zoning designation on a zoning map, that modifies the basic underlying designation in some specific manner.

## **Glossary**

**Parcel:** A lot in single ownership or under single control, usually considered a unit for purposes of development.

**Park Land; Parkland:** Land that is publicly owned or controlled for the purpose of providing parks, recreation, or open-space for public use.

**Parking, Shared:** A public or private parking area used jointly by two or more uses.

**Parking Area, Public:** An open area, excluding a street or other public way, used for the parking of automobiles and available to the public, whether for free or for compensation.

**Parks:** Open-space lands whose primary purpose is recreation.

**Parkway:** An expressway or freeway designed for non-commercial traffic only; usually located within a strip of landscaped park or natural vegetation.

**Parkway Strip:** A piece of land located between the rear of a curb and the front of a sidewalk, usually used for planting low ground cover and/or street trees, also known as “planter strip.”

**Performance Standards:** Zoning regulations that permit uses based on a particular set of standards of operation rather than on particular type of use. Performance standards provide specific criteria limiting noise, air pollution, emissions, odors, vibration, dust, dirt, glare, heat, fire hazards, wastes, traffic impacts, and visual impact of a use.

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**Planning Area:** The area directly addressed by the general plan. A city’s planning area typically encompasses the city limits and potentially annexable land within its sphere of influence.

**Pollution, Non-Point:** Sources for pollution that are less definable and usually cover broad areas of land, such as agricultural land with fertilizers that are carried from the land by runoff, or automobiles.

**Pollution, Point:** In reference to water quality, a discrete source from which pollution is generated before it enters receiving waters, such as a sewer outfall, a smokestack, or an industrial waste pipe.

**Public and Quasi-public Facilities:** Institutional, academic, governmental and community service uses, either owned publicly or operated by non-profit organizations, including private hospitals and cemeteries.

**Reclamation:** The reuse of resources, usually those present in solid wastes or sewage.

**Reconstruction:** As used in historic preservation, the process of reproducing by new construction the exact form and detail of a vanished structure, or part thereof, as it appeared during a specific period of time. Reconstruction is often undertaken when the property to be reconstructed is essential for understanding and interpreting the value of an historic district and sufficient documentation exists to insure an exact reproduction of the original.

**Redevelop:** To demolish existing buildings; or to increase the overall floor area existing on a property; or both; irrespective of whether a change occurs in land use.

**Regional:** Pertaining to activities or economies at a scale greater than that of a single jurisdiction, and affecting a broad geographic area.

**Regional Housing Needs Plan/Share:** A quantification by a COG or by HCD of existing and projected housing need, by household income group, for all localities within a region.

**Regional Park:** A park typically 150-500 acres in size focusing on activities and natural features not included in most other types of parks and often based on a specific scenic or recreational opportunity.

**Rezoning:** An amendment to the map and/or text of a zoning ordinance to effect a change in the nature, density, or intensity of uses allowed in a zoning district and/or on a designated parcel or land area.

## **G l o s s a r y**

**Richter Scale:** A measure of the size or energy release of an earthquake at its source. The scale is logarithmic; the wave amplitude of each number on the scale is 10 times greater than that of the previous whole number.

**Ridesourcing:** A generic term coined by researchers at UC Berkeley for the act of using a Transportation Network Company such as Lyft or Uber. The term distinguishes this mode from car sharing and from taxi use. A user is “sourcing” a ride from an online community, in exchange for a brokered payment.

**Right-of-way:** A strip of lane occupied or intended to be occupied by certain transportation and public use facilities, such as roads, railroads, and utility lines.

**Riparian Lands:** Riparian lands are comprised of the vegetative and wildlife areas adjacent to perennial and intermittent streams. Riparian areas are delineated by the existence of plant species normally found near freshwater.

**Sanitary Landfill:** The controlled placement of refuse within a limited area, followed by compaction and covering with a suitable thickness of earth and other containment material.

**Sanitary Sewer:** A system of subterranean conduits that carries refuse liquids or waste matter to a plant where the sewage is treated, as contrasted with storm drainage systems (that carry surface water) and septic tanks or leech fields (that hold refuse liquids and waste matter onsite).

**Seiche:** An earthquake-generated wave in an enclosed body of water such as a lake, reservoir, or bay.

**Seismic:** Caused by or subject to earthquakes or earth vibrations.

**Single Room Occupancy (SRO):** A single room, typically with a sink and closet, but which requires the occupant to share a communal bathroom, shower, and kitchen.

**Solar Access:** The provision of direct sunlight to an area specified for solar energy collection when the sun’s azimuth is within 45 degrees of true south.

**Solar System, Active:** A system using a mechanical device, such as a pump or a fan, and energy in addition to solar energy to transport a conductive medium (air or water) between a solar collector and the interior of a building for the purpose of heating or cooling.

**Solar System, Passive:** A system that uses direct heat transfer from thermal mass instead of mechanical power to distribute collected heat. Passive systems rely on building design and materials to collect and store heat and to create natural ventilation for cooling.

**Solid Waste:** Any unwanted or discarded material that is not a liquid or gas. Includes organic wastes, paper products, metals, glass, plastics, cloth, brick, rock, soil, leather, rubber, yard wastes, and wood, but does not include sewage and hazardous materials. Organic wastes and paper products comprise about 75 percent of typical urban solid waste.

**Specific Plan:** A tool authorized by Government Code §65450 *et seq.* for the systematic implementation of the general plan for a defined portion of a community's planning area. A specific plan must specify in detail the land uses, public and private facilities needed to support the land uses, phasing of development, standards for the conservation, development, and use of natural resources, and a program of implementation measures, including financing measures.

**Sphere of Influence:** The probable physical boundaries and service area of a local agency, as determined by the Local Agency Formation Commission of the County.

**SRTS Safe Routes to School:** Part of a nationwide/region-wide program to increase students walking or biking to school. Includes engineering, educational and enforcement activities. Funded through the State Active Transportation Program (ATP).

**Standards:** (1) A rule or measure establishing a level of quality or quantity that must be complied with or satisfied. Government Code §65302 requires that general plans spell out the objectives, principles, "standards," and proposals of the general plan. Examples of standards might include the number of acres of park land per 1,000 population that the community will

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attempt to acquire and improve, or the “traffic Level of Service” (LOS) that the plan hopes to attain. (2) Requirements in a zoning ordinance that govern building and development as distinguished from use restrictions--for example, site-design regulations such as lot area, height limit, frontage, landscaping, and floor area ratio.

**Structure:** Anything, including a building, located on the ground in a permanent location or attached to something having a permanent location on the ground.

**Subdivision:** The division of a tract of land into defined lots, either improved or unimproved, which can be separately conveyed by sale or lease, and which can be altered or developed. “Subdivision” includes a condominium project as defined in Section 1350 of the California Civil Code and a community apartment project as defined in Section 11004 of the Business and Professions Code.

**Subregional:** Pertaining to a portion of a region.

**Subsidence:** The sudden sinking or gradual downward settling and compaction of soil and other surface material with little or no horizontal motion. Subsidence may be caused by a variety of human and natural activity, including earthquakes.

**Subsidize:** To assist by payment of a sum of money or by the granting of terms or favors that reduce the need for monetary expenditures. Housing subsidies may take the forms of mortgage interest deductions or tax credits from federal and/or state income taxes, sale or lease at less than market value of land to be used for the construction of housing, payments to supplement a minimum affordable rent, and the like.

**Substandard Housing:** Residential dwellings that, because of their physical condition, do not provide safe and sanitary housing.

**Sustainability:** Community use of natural resources in a way that does not jeopardize the ability of future generations to live and prosper.

**Sustainable Development:** Development that maintains or enhances economic opportunity and community well-being while protecting and

restoring the natural environment upon which people and economies depend. Sustainable development meets the needs of the present without compromising the ability of future generations to meet their own needs.

*(Source: Minnesota State Legislature)*

**Traffic Model:** A mathematical representation of traffic movement within an area or region based on observed relationships between the kind and intensity of development in specific areas. Many traffic models operate on the theory that trips are produced by persons living in residential areas and are attracted by various non-residential land uses.

**Transit:** The conveyance of persons or goods from one place to another by means of a local, public transportation system.

**Transit, Public:** A system of regularly-scheduled buses and/or trains available to the public on a fee-per-ride basis. Also called “Mass Transit.”

**Transitional Housing:** Shelter provided to the homeless for an extended period, often as long as 18 months, and generally integrated with other social services and counseling programs to assist in the transition to self-sufficiency through the acquisition of a stable income and permanent housing. (See “Emergency Shelter.”)

**Transportation Demand Management (TDM):** A strategy for reducing demand on the road system by reducing the number of vehicles using the roadways and/or increasing the number of persons per vehicle. TDM attempts to reduce the number of persons who drive alone on the roadway during the commute period and to increase the number in carpools, vanpools, buses and trains, walking, and biking. TDM can be an element of TSM (see below).

**Transportation Systems Management (TSM):** A comprehensive strategy developed to address the problems caused by additional development, increasing trips, and a shortfall in transportation capacity. Transportation Systems Management focuses on more efficiently utilizing existing highway and transit systems rather than expanding them. TSM measures are characterized by their low cost and quick implementation time frame, such as computerized traffic signals, metered freeway ramps, and one-way streets.

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**Trip:** A one-way vehicular journey either to or from a site, or totally within the site, i.e., internal trip. Each trip has two trip ends, one at the beginning and the other at the destination.

**Trip Generation:** The dynamics that account for people making trips in automobiles or by means of public transportation. Trip generation is the basis for estimating the level of use for a transportation system and the impact of additional development or transportation facilities on an existing, local transportation system. Trip generations of households are correlated with destinations that attract household members for specific purposes.

**Tsunami:** A large ocean wave generated by an earthquake in or near the ocean.

**Uniform Building Code (UBC):** A national, standard building code that sets forth minimum standards for construction.

**Urban:** Of, relating to, characteristic of, or constituting a city. Urban areas are generally characterized by moderate and higher density residential development (*i.e.*, three or more dwelling units per acre), commercial development, and industrial development, and the availability of public services required for that development, specifically central water and sewer, an extensive road network, public transit, and other such services (*e.g.*, safety and emergency response).

Development not providing such services may be “non-urban” or “rural.” (See “Urban Land Use.”) CEQA defines “urbanized area” as an area that has a population density of at least 1,000 persons per square mile - (Public Resources Code 21080.14(b)).

**Urban Design:** The attempt to give form, in terms of both beauty and function, to selected urban areas or to whole cities. Urban design is concerned with the location, mass, and design of various urban components and combines elements of urban planning, architecture, and landscape architecture.

**Vehicle-Miles Traveled (VMT):** A key measure of overall street and highway use. Reducing VMT is often a major objective in efforts to reduce vehicular congestion and achieve regional air quality goals.

**Very-Low Income Household:** A household with an annual income usually no greater than 50 percent of the area median family income adjusted by household size, as determined by a survey of incomes conducted by a city or a county, or in the absence of such a survey, based on the latest available eligibility limits established by the U.S. Department of Housing and Urban Development (HUD) for the Section 8 housing program.

**View Corridor:** The line of sight - identified as to height, width, and distance - of an observer looking toward an object of significance to the community (e.g., ridgeline, river, historic building, etc.); the route that directs the viewer's attention.

**Viewshed:** The area within view from a defined observation point.

**Volume-to-Capacity Ratio:** A measure of the operating capacity of a roadway or intersection, in terms of the number of vehicles passing through, divided by the number of vehicles that theoretically could pass through when the roadway or intersection is operating at its designed capacity. Abbreviated as "V/C". At a V/C ratio of 1.0, the roadway or intersection is operating at capacity. If the ratio is less than 1.0, the traffic facility has additional capacity. Although ratios slightly greater than 1.0 are possible, it is more likely that the peak hour will elongate into a "peak period."

**Water-Efficient Landscaping:** Landscaping designed to minimize water use and maximize energy efficiency.

**Watercourse:** Natural or once natural flowing (perennially or intermittently) water including rivers, streams, and creeks. Includes natural waterways that have been channelized, but does not include manmade channels, ditches, and underground drainage and sewage systems.

**Watershed:** The total area above a given point on a watercourse that contributes water to its flow; the entire region drained by a waterway or watercourse that drains into a lake, or reservoir.

**Wetlands:** Transitional areas between terrestrial and aquatic systems where the water table is usually at or near the surface, or the land is covered by shallow water. Under a "unified" methodology now used by all federal

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agencies, wetlands are defined as “those areas meeting certain criteria for hydrology, vegetation, and soils.”

**Wildlife Refuge:** An area maintained in a natural state for the preservation of both animal and plant life.

**Zone, Traffic:** In a mathematical traffic model the area to be studied is divided into zones, with each zone treated as producing and attracting trips. The production of trips by a zone is based on the number of trips to or from work or shopping, or other trips produced per dwelling unit.

**Zoning:** The division of a city or county by legislative regulations into areas, or zones, that specify allowable uses for real property and size restrictions for buildings within these areas; a program that implements policies of the General Plan.