

# Introduction

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## SETTING THE STAGE

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### BACKGROUND

Since its founding in 1857, the City of Anaheim has grown from its original 1.8 square-mile townsite west of the Santa Ana River to its current boundary of approximately 50 square miles – the 10<sup>th</sup> largest city in the State. Originally a small farming community of German immigrants, Anaheim has always been a community that embraced immigrants from around the world in pursuit of “The American Dream.”

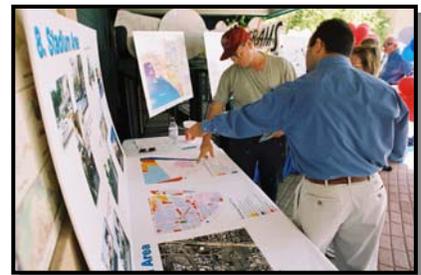
The City is now home to The Anaheim Resort® (which includes the largest convention center on the west coast, Disneyland, Disney’s California Adventure and Downtown Disney), and competitive Major League Baseball and National Hockey League franchises. Anaheim truly has become a “world-class” destination. The City is also home to over 330,000 residents living in numerous, diverse neighborhoods. By the year 2025, the population is expected to grow to about 370,000. As the City enters the 21<sup>st</sup> Century, the positive influences of its rich tradition will continue and the diverse character of the community will contribute towards Anaheim’s future successes.

Anaheim’s General Plan was initially adopted in 1963 and has been amended over the years. Various elements of the Plan have been updated at differing times, meaning that while some portions provided useful guidance, other portions needed to be strengthened to deal more effectively with contemporary issues.

As a result, the City began the update of its General Plan in 2001.

### COMMUNITY INVOLVEMENT

One of the driving forces behind the Anaheim General Plan Update was the active involvement of Anaheim’s stakeholders, including its residents, employees, business owners, and decision makers.



Anaheim residents participate in the Planning Rally at the Angel Stadium of Anaheim.



## The Anaheim Vision

The preparation of this comprehensive update offered numerous avenues for public participation. The first and perhaps most important part of the outreach program, the Anaheim visioning process, included a series of community events; community group presentations; meetings with the Chamber of Commerce; a widely distributed community survey; one-on-one meetings with the City's elected and appointed officials; and active participation of the General Plan Advisory Committee (GPAC). The goal for each forum was to identify what people liked and disliked about their City and to capture their vision for the future.

The results of the community survey, workshops and meetings are captured in Appendix A, *The Anaheim Vision*. The Anaheim Vision is a statement of the desired, positive future of the City that was created through the identification of important desired characteristics. It describes what Anaheim will look and feel like and how it will function as a community once the Vision becomes a reality. Endorsed by the City Council during the General Plan Update process, the Vision set the foundation for the preparation of the goals and policies of the General Plan. Over time, the Vision will serve as a benchmark for the implementation of the General Plan.

## Planning Objectives

Following the visioning process, City staff and the consultant team developed a series of planning objectives for eleven geographic areas of the City. All of the planning objectives were derived from the community input received during the visioning process and are reflected in the Anaheim Vision. The objectives addressed a variety of topics that included recommended land use changes, specific neighborhood improvement priorities, landscaping and signage treatments, and circulation improvements, to name a few.

### WHAT IS A GENERAL PLAN?

State law requires every city and county in California to adopt a comprehensive, long-term General Plan. The General Plan represents the community's view of its future; it is a blueprint for a city's or county's growth and development. City councils, boards of supervisors, and planning commissions use the goals and policies of the General Plan as a basis on which to make their land use decisions.

The General Plan is considered "comprehensive" since it covers the territory within the boundaries of the adopting jurisdiction and any areas outside of its boundaries that are within a jurisdiction's sphere-of-influence. It is also comprehensive in that it addresses a wide variety of issues that characterize a city or county. These issues range from the physical development of the jurisdiction, such as general locations, and extent of land uses and supporting infrastructure, to social concerns such as those identified in the Housing Element of a General Plan.

The General Plan is considered "long-term" since it looks 20 years or further into the future. Individual jurisdictions determine a time horizon that serves their individual needs. The General Plan projects conditions and needs into the future as a basis for determining long-term objectives and policies for day-to-day decision making.

Throughout this horizon period, new information often becomes available and the needs and values of a community may change. To adjust to these dynamics, General Plans are reviewed and revised periodically.



Residents rank planning objectives for different areas of Anaheim.

These objectives served as the focus for the next step of community participation. The City held a Planning Rally at the Angel Stadium of Anaheim, home of the Anaheim Angels. At the Rally, attendees were asked to evaluate the planning objectives and identify those that were most important to them. The results of the Rally not only helped shape the General Plan Land Use Map, which is included in the Land Use Element (Figure LU-4), but they also helped form many of the General Plan goals and policies.

### **General Plan Advisory Committee (GPAC)**

The General Plan Advisory Committee was established by the City to provide input to the General Plan Update process. The GPAC reviewed work products generated by the City and its consultants and provided comments and opinions on the content of these documents. The GPAC served as a vehicle for achieving representative opinions and attitudes of residents, landowners, interest groups, and others interested in the General Plan Update effort. The GPAC also provided a communication link on the progress of the planning effort to their representative commissions and made recommendations to staff prior to Planning Commission and City Council consideration.

The Committee was comprised of 14 members and included two student representatives, two community at-large representatives, and two members from each of the following City Council appointed commissions:

- Planning Commission
- Redevelopment & Housing Commission
- Public Utilities Board
- Parks & Recreation Commission
- Senior Citizens Commission

It should be noted that during the General Plan and Zoning Code Update process, the Redevelopment and Housing Commission was dissolved with the Planning Commission assuming most of their former responsibilities.

### **Planning Commission & City Council Workshops and Hearings**

Throughout the planning program, several workshops and public meetings were held with the Planning Commission and City Council to review various work products and project milestones. Each workshop/meeting also served to allow the public to provide comments on the General Plan Update, beyond the opportunities provided through other outreach methods.



## **PLAN DEVELOPMENT**

### **Existing Conditions, Opportunities & Constraints**

The first fundamental step in developing the new General Plan was to understand the current conditions of the City, in a variety of terms, including land use patterns and policies, development standards, traffic and infrastructure, and economic and fiscal conditions. From this understanding and from the input received from the community, opportunities and constraints were identified for different areas of the City. Based on these opportunities and constraints, the planning team was able to begin drafting land use alternatives that would help shape the land use future of the City.

### **Land Use Alternatives and the Selection of a Preferred Alternative**

Three land use alternatives were pursued in the preparation of the General Plan. The first alternative mapped the current land use direction of the City. It took into account the current General Plan, existing zoning, specific plans, master plans, redevelopment plans, existing land use data, identified housing opportunity sites, and other related information. Given the General Plan's historical lack of specificity at the parcel level, land use designations were assigned to individual parcels based on current City policy and practice.

The second alternative provided land use changes based on the Anaheim Vision and prior Community Planning objectives. Some of the objectives included:

- Preserving single-family residential neighborhoods by discouraging further development of multiple-family land uses in such areas;
- Concentrating and enhancing commercial uses in strategic locations;
- Creating additional housing opportunities;
- Identifying potential locations for enhanced entryways into neighborhoods and gateways into the City;
- Revitalizing neighborhood edges by converting underutilized mid-block commercial uses to housing opportunities and/or community amenities;
- Expanding on park, open space and recreational opportunities; and
- Intensifying the development potential of The Platinum Triangle.

Overall, the third alternative did not represent a drastic change from the second alternative. Rather, it modified it by proposing land use changes that took advantage of existing and potential transportation linkages throughout the City. The alternative assumed that five major transit routes, presumably Bus Rapid Transit (BRT), would traverse portions of the City.

Following their preparation, the alternatives were analyzed for how well they implemented the Anaheim Vision and how they impacted the City's infrastructure system, including the transportation, sewer, drainage and water systems.

Based on the evaluation of the alternatives, a Recommended Land Use Alternative was developed that was largely based on the second alternative, but reflected desirable components of the other alternatives as well.

After the Recommended Land Use Alternative was developed and presented to the GPAC, Planning Commission and City Council for their review, City staff and the consultant team began preparation of the plans, goals and policies that make up the General Plan Elements.

## General Plan Elements

The General Plan is divided into various topical sections, or Elements, that address a wide range of subjects and provide goals and policies that will guide future development in the City. The Anaheim General Plan is organized in the following manner:

**Introduction:** Describes the background, features and structure of the General Plan.

**Land Use Element:** Designates the general distribution and intensity of all uses of land in the City. This includes residential, commercial, office, industrial, mixed use, public and quasi-public facilities, and open space and recreation uses. The Element also provides development intensity standards related to each land use category, and general policy direction for a variety of land use-related issues.

**Circulation Element:** Identifies the general location and extent of existing and proposed major transportation facilities, including major roadways, passenger and freight rail, transit systems and bikeways. The Circulation Element also identifies and provides policy direction for scenic highways, pedestrians and parking.

**Green Element:** Comprehensively addresses topics concerning conservation, open space, parks and recreation, trails and public landscaping.

**Public Services and Facilities Element:** Identifies the City's goals, policies, and programs concerning the provision of public facilities and services, including: fire protection and emergency services, police services, utilities, sanitary sewer and storm drain systems, and solid waste disposal.

**Growth Management Element:** Ensures that Anaheim's growth is based on the City's ability to provide adequate levels of traffic management and other public facilities and services pursuant to the Countywide Traffic Improvement and Growth Management Component of Measure M.



**Safety Element:** Establishes policies and programs to protect the community from risks associated with potential seismic, geologic, flood, and wildfire hazards.

**Noise Element:** Identifies and appraises noise problems and includes policies to protect the City from excessive noise.

**Economic Development:** Guides the City in expanding the local economy, which provides jobs, attracts and retains businesses, supports diverse and vibrant commercial areas, and brings in sufficient revenue to support various local programs and services.

**Housing Element:** Assesses current and projected housing needs, and sets out policies and proposals for the improvement of housing and the provision of adequate sites for housing to meet the needs of all economic segments of the City. This Element is a stand-alone document that was prepared prior to and separately from the rest of the General Plan Elements. It is important to note that the other General Plan Elements were prepared consistent with the goals and policies of the City's 1998-2005 Housing Element.

**Community Design Element:** Provides a practical framework for specific design guidelines to ensure that design decisions in various parts of the City serve to implement the City's Vision.

## Zoning Code

The City's Zoning Code has also been updated in tandem with the General Plan Update. The purpose of the Zoning Code is to promote growth of Anaheim in an orderly manner and to promote and protect the public health, safety, peace, comfort and general welfare in conformance with the General Plan. The Code includes the establishment of various zoning designations and development standards that serve to guide development within the City.

## Environmental Documentation

In addition to the General Plan and Zoning Code documents, a comprehensive Environmental Impact Report (EIR) has been published as a companion document that identifies and addresses the environmental impacts related to the updated General Plan and Zoning Code.

## PLAN FEATURES

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**T**his section of the General Plan Introduction summarizes the key features and components of the General Plan. It describes those things that are most fundamental to making Anaheim a truly great place to live and visit.

### VISION FOUNDATION

Before charting the course for the future of Anaheim, it is essential to understand the City's priorities, as expressed by its stakeholders. This is the goal of the Anaheim Vision, to articulate Anaheim's desired future. As such, it serves as the foundation for all of the components of the General Plan, including the land use patterns identified in the Land Use Plan; the

goals and policies included in each of the General Plan Elements; and the General Plan Implementation Program, which lays out the steps that need to be taken in order to achieve Anaheim's goals. The Anaheim Vision is included in its entirety in Appendix A.

**"Anaheim...**

... a mosaic of diverse people and thriving unified neighborhoods joined together by beautiful, accessible open spaces and well-landscaped roadways offering enhanced mobility for people and goods; safe place to live, work and play; quality educational opportunities; engaging gathering places; world class entertainment; recreational, spiritual, and cultural amenities available for all; and, a variety of economic opportunities for its workforce."

- Excerpt from the Anaheim Vision

### CREATING AND ENHANCING RECOGNIZABLE PLACES

The General Plan includes several components that will help Anaheim create and enhance recognizable places throughout the City. The Land Use, Community Design and Green Elements contain plans, goals and policies that are intended to strengthen the City's image and enhance the character of many areas including the residential communities of East and West Anaheim; The Platinum Triangle and The Anaheim Resort®; the Anaheim Colony Historic District and Downtown; The Canyon, a regionally-significant industrial/employment center; and the Hill and Canyon Area, among others.



Strategies to create recognizable places range from the introduction of new land use designations like Corridor Residential and Mixed-Use, to design policies and guidelines that ensure quality development throughout the City and protect Anaheim's historic and scenic resources, to landscaping and streetscape policies aimed at beautifying the arterial corridors that frame Anaheim's neighborhoods.

## **GREENING ANAHEIM**

Anaheim is protecting and enhancing its resources by combining its Conservation, Open Space, and Parks, Recreation and Community Services Elements into a single, comprehensive plan to add more "green areas" throughout the City. The Green Element's philosophy is broad and inclusive. It seeks not only to preserve, but also to conserve. This includes vital natural resources such as water, energy, air, and wildlife. The Green Element also includes goals and policies for additional public landscaping; enhancing the appearance of the City's corridors; and expanding park, recreational and trail opportunities. By combining three Elements into one comprehensive plan, the City recognizes that open space, conservation and parks are part of an integrated network of green resources.

## **CONNECTING PEOPLE AND PLACES**

An efficient and effective circulation system is a fundamental need for the City of Anaheim and its residents, businesses and visitors. Anaheim's transportation infrastructure affects the quality of life of its residents, employees and visitors every day and in a myriad of ways.

As the County's second largest city and home to several world-class and regional tourist destinations, Anaheim serves the mobility needs of over 330,000 residents and accommodates traffic from millions of visitors every year. The City also serves as a regional hub that is traversed by one interstate freeway, five State highways, and two toll roads.

Some of the major strategies addressed in the General Plan include:

- helping facilitate the design and operation of efficient arterial streets;
- exploring the use of mass transit with multiple options;
- encouraging traffic calming strategies that enhance pedestrian safety and increase the livability of neighborhoods; and,
- identifying linkages of bicycle and pedestrian paths in proximity to commercial, civic, educational, recreational and institutional uses.

## **CREATING ADDITIONAL JOB AND HOUSING OPPORTUNITIES**

As Anaheim continues to grow, providing additional job and housing opportunities will be essential to maintaining a balanced and healthy economy. Anaheim maintains a diversified economic base offering economic opportunities through tourism, entertainment, retail, office and industrial activity. The City is also home to a number of major economic centers, including The Anaheim Resort, The Platinum Triangle, and The Canyon. These areas represent key economic assets that must be preserved and enhanced for the long-term economic health of the City.

The Land Use Element offers a variety of employment generating land uses in these areas to ensure their vitality. Furthermore, the Economic Development Element helps guide the City in expanding the local economy, which provides jobs, attracts and retains businesses, supports diverse and vibrant commercial areas, and brings in sufficient revenue to support various local programs and services. To achieve a balanced and healthy economy, the Economic Development Element sets forth the goals and policies necessary to ensure a prosperous economic future.

In addition, the Land Use Plan provides for a wide-range of residential uses and identifies several key areas for new housing opportunities:

- **Hill and Canyon Area:** Although much of the Hill and Canyon Area is built out, the Mountain Park Specific Plan will provide for a mix of up to 2,500 dwelling units, a park, a school, a fire station and open space.
- **Arterial Corridors:** Several of Anaheim's arterial corridors have been designated for new residential development, replacing underutilized commercial development while stimulating quality commercial development at key intersections.
- **Downtown:** New residential uses will integrate with commercial, office and civic uses in a pedestrian-friendly, mixed-use environment. In addition, older industrial areas will transition into residential neighborhoods that offer a variety of housing opportunities.
- **The Platinum Triangle:** The new vision for The Platinum Triangle contains a dynamic mix of uses and upscale, high-density urban housing - integrated by a carefully planned network of pedestrian walkways, streetscape improvements and recreational spaces - that will create an urban environment of a scale never before seen in Orange County.

Combined, these General Plan features, along with the City's other planning tools, set forth the future direction of development in Anaheim and will work towards implementing the Anaheim Vision.



## **ANAHEIM RESORT**

The Anaheim Resort area, including the Anaheim Resort Specific Plan area, the Disneyland Resort Specific Plan area and the Hotel Circle Specific Plan Area, is critical to the health of the local Anaheim economy. Maintaining the Anaheim Resort area for visitor-serving uses will provide for long-term funding of important City services including police and fire services. The permitted and conditionally permitted land uses and the boundaries of the Anaheim Resort area, including the Anaheim Resort Specific Plan, the Disneyland Resort Specific Plan and the Hotel Circle Specific Plan, may only be amended or modified by (i) completion of an Environmental Impact Report prepared in accordance with the requirements of the California Environmental Quality Act, (ii) completion of a long-term economic impact analysis of the proposed change by an independent financial advisor retained by the City, (iii) approval by the City Council, and (iv) approval by a majority of voters of the City of Anaheim at a regularly-scheduled municipal election.

Land uses permitted or conditionally permitted within the Anaheim Resort area shall be limited to theme parks, hotels, motels, vacation ownership resorts, convention and conference facilities, as well as restaurants, retail and entertainment facilities and other visitor-serving uses and other ancillary and related uses as provided for in the Anaheim Resort Specific Plan, the Disneyland Resort Specific Plan and the Hotel Circle Specific Plan, in effect as of March 19, 2007. Residential uses are not compatible with visitor-serving uses and shall not be permitted or conditionally permitted in the Anaheim Resort area, except that residential uses fully integrated into full service hotels having at least 300 hotel rooms may be conditionally permitted in limited areas of the Anaheim Resort Specific Plan area as provided by and in accordance with the Anaheim Resort Residential Overlay (Anaheim Municipal Code Section 18.116.125) in effect as of March 19, 2007, and except as permitted by and in accordance with the Mobile Home Park Overlay (Anaheim Municipal Code Chapter 18.26) in effect as of March 19, 2007.

Due to the importance of the Anaheim Resort area to the City of Anaheim, land currently situated within the boundaries of each of the Anaheim Resort Specific Plan, the Disneyland Resort Specific Plan or the Hotel Circle Specific Plan shall not be removed from the boundaries of the respective specific plan. The boundaries of the Anaheim Resort Specific Plan area, the Disneyland Resort Specific Plan area and the Hotel Circle Specific Plan area shall be those boundaries in effect on March 19, 2007.