

**GROWTH ASSESSMENT AND
GENERAL PLAN EVALUATION
FOR ANTICIPATED INFILL AND
NEW RESIDENTIAL DEVELOPMENT IN
ORANGE COUNTY, CALIFORNIA**

Prepared by:

LSA Associates, Inc.
1650 Spruce Street, 5th Floor
Riverside, California 92507
and
20 Executive Park, Suite 200
Irvine, California 92614-4731

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INTRODUCTION

WHAT IS GROWTH?

“Growth” is easily measured in terms of increases in the numbers of houses, residents, employees, businesses, and other quantifiable units within a particular area. Resulting growth statistics are readily available from various sources, such as the U.S Census Bureau, State Department of Finance, and regional and local governments.

Population growth has two basic causes: (1) the net difference between birth and death rates in a given area (natural increase) and (2) the net effect of in- and out-migration within an area. Birth and death rates are relatively uniform across the U.S., although there is the potential for aberrations in the local birth and death rate based on the specific environmental and social characteristics of a given area. Migration is directly related to growth catalysts or constraints, which are the result of the natural environmental conditions of a given area (e.g., its beauty and climate), as well as the man-made and social features of the community (e.g., strength of the local employment base, desirability of living conditions, quality of schools, community amenities, and other quality of life issues).

Development of raw, natural land for a cultivated field, new homes, or a commercial center is a clear example of converting the natural environment for human use and is considered to be “growth.” Such conversion of the natural environment involves the development of structures and other physical features for the purposes of providing places to live, work, shop, recreate, and grow food for an expanding population within an area. Examples of intensification of land uses include the conversion of agricultural land to rural or urban development and projects that replace existing rural, suburban, or urban development with uses that increase the level of human activity in a given area.

This report will analyze both: (1) infill residential development and (2) new residential development in Orange County. Infill development, usually characterized by land use intensification, occurs on parcels that contain existing development, which is removed in favor of new development of a higher intensity or density, or occurs on smaller parcels that are surrounded by urban development. Infill development typically occurs in existing urbanized areas. New development occurs in areas not previously urbanized (areas with large tracts of vacant lands), including undeveloped or agricultural lands. There are special water supply analysis requirements for new residential development projects of over 500 dwelling units.

In addition to analyzing infill and new development, this report provides a summary overview of the housing elements and related elements from the General Plans of all jurisdictions in the County. The goal of this report is to provide a current assessment of projected growth in Orange County by focusing on the number of residential dwelling units projected to be built in the County.

Planning for Growth

In California, all cities and counties are required to prepare and maintain “a comprehensive, long-term general plan for the physical development of the county or city, and of any land outside its boundaries which in the planning agency's judgment bears relation to its planning” (California Government Code Section 65300). General Plans are referred to in State guidelines as the

“constitution for development, the foundation upon which all land use decisions are to be based... (The General Plan) expresses community development goals and embodies public policy relative to the distribution of future land use, both public and private.” Thus, under State law, within certain parameters¹, it is the responsibility of cities and counties to define the availability of land for future development in terms of the permitted location and intensity of residential, commercial, industrial, institutional, recreational, and other types of development. State requirements for the preparation and content of General Plans, as well as California Environmental Quality Act (CEQA) requirements for their review, are intended to ensure that a city’s or county’s land use plans are consistent with their circulation plans; are consistent with the agencies’ plans for environmental management, public safety, and provision of housing for all economic segments of the community; and are supported by adequate public services and facilities. Overall, city and county General Plans establish the agency’s policies as to how growth catalysts and constraints are managed within the community.

A city or county, therefore, affects growth through the land use decision-making process using the General Plan and zoning to guide development pursuant to the terms of these documents. Through implementation of General Plan policies and related implementation strategies, growth catalysts are either expanded or contracted. The effects can be high rates of growth resulting from the implementation of aggressive development plans or, conversely, low to no growth resulting from restrictive development plans depending on the decision-making process and local priorities for land use. Similarly, growth can be managed by either removing or leaving in place constraints to growth. For example, a completely built out city that includes mountainous terrain can remove a growth constraint by enacting policies that allow development of hillsides previously prohibited from development, or it can choose to keep the existing hillside development prohibition in place, thereby maintaining the growth constraint.

California’s public service agencies are responsible for providing services to accommodate growth that is planned to occur in their service area. In providing services, the agencies respond to planning for the build out of jurisdictional General Plans as well as land use decisions pursuant to these plans. Expansion of capital facilities and supply are based on what the service agencies can determine will be needed to continue serving existing development and present demand as well as new development. Using the example of a capacity increase at a wastewater treatment plant, service agencies can create a growth catalyst that meets demand for growth coming from a member city. Without the wastewater treatment plant capacity increase, a constraint to growth would remain. While providing these services and utilities can be a catalyst to growth and not providing them can be a constraint to growth, the demand for growth service parameters is ultimately determined by local governments through their projection of infill development and their planning efforts in working with the development community.

¹ For example, cities and counties are precluded from taking land for public purposes or removing all economic use of private property without due compensation. State law governing the housing element portion of local General Plans requires that cities and counties make a good-faith effort to provide housing opportunities for all economic segments of the community, including very low, low, and moderate-income households.

Special Legislative Water Supply Planning Requirements for New Developments

The California State Legislature recognized the correlation between new development and water supply when it passed new water supply laws, SB 610 and SB 221, in the 2001 legislative session. The bills require that cities and counties consult with the water agency serving a new development project of over 500 dwelling units (or similar large projects) to determine whether water supplies are sufficient to serve the project prior to approval.¹ The provisions of SB 610 and SB 221 are described below.

In addressing water supply availability for a new residential development project of over 500 dwelling units, SB 610 augments the CEQA process to definitively establish water availability. SB 610 requires that the water agency serving the new development project must prepare a “water supply assessment” that contains the following:

- Explicit identification of existing and anticipated water supply entitlements, water rights, and water service contracts and a historical description of the quantities of water received in prior years by the water agency as demonstrated by contracts and applicable permits
- If no water has been received by the source identified to supply the development, other competing water purveyors that receive from the new source must be identified
- If the identified water supply includes groundwater, additional factors related to groundwater characteristics and sufficiency must be disclosed to establish proper use of the resource.

The main planning tool in creating the water supply assessment is the water agency’s Urban Water Management Plan (UWMP). If the demands expected from the development are accounted for in the UWMP, it may be used—in whole or in part—to establish supply availability under normal and drought conditions. If the project contains new demands, SB 221 requires the water agency to provide “written verification” of “sufficient water supplies.” SB 221 defines sufficiency by requiring consideration of the following factors:

- The availability of water over the past 20 years
- The applicability of any urban water shortage contingency analysis prepared per Section 10632 of the Water Code
- The reduction in water supply allocated to a specific use by an adopted ordinance
- The amount of water that can be reasonably relied upon from other water supply projects, such as conjunctive use, reclaimed water, water conservation, and water transfer

The written verification must also provide proof of the water supply, and the standard for that proof is largely similar to SB 610. In most cases, the water supply assessment prepared under SB 610 will meet that requirement.

This report identifies 12 new residential development projects of over 500 dwelling units that are currently proposed in Orange County. For each of those 12 projects, this report also summarizes the

¹ Curtain & Talbert. *Curtain’s California Land Use and Planning Law* (2003)

water supply planning information required by SB 610 and SB 221 to the extent that information has been provided to date.

ORANGE COUNTY GROWTH PROJECTIONS

The Center for Demographic Research (CDR) at the California State University, Fullerton, prepares biennial socioeconomic growth projections for Orange County. The Orange County Projections 2002 (OCP-2002) were adopted by the Orange County Council of Governments (OCCOG) in December 2002 and are the most recent projections.

OCP-2002 as prepared by CDR provides information on growth in population, employment, and housing between the years 2000 and 2030. (Because this report is provided in 2004, some of the projected growth has already occurred.) According to the OCP-2002, from 2000 to 2030 Orange County is expected to experience a 26 percent increase in population (735,764 additional people) and a 37 percent increase in the number of jobs (564,390 additional jobs), but only a 15 percent increase in the number of dwelling units (145,090 additional dwelling units). Based on the projected increase in population compared to the flatter growth in the number of housing units projected, densities in Orange County are anticipated to intensify. The OCP-2002 projections are shown in Table A below.

Table A: Orange County Projections (2002)

	2000	2010	2020	2030
Population	2,866,312	3,289,360	3,523,736	3,602,076
Employment	1,514,611	1,820,814	1,984,051	2,079,001
Housing	973,339	1,066,476	1,100,848	1,118,429

Source: <http://www.octa.net/programs/directions/2.1%20Growth%20Projections.pdf>; Center for Demographic Research—California State University, Fullerton, 2002.

INFILL ANALYSIS

Infill development is a type of development that is generally associated with growth that will occur as a result of long-term projections for the County, but is not directly linked to new development. Infill development, usually characterized by land use intensification, meets the needs of population increases in areas where new development can no longer occur in the absence of large-scale open areas. Since infill residential projects are usually not large scale, they are generally approved without a comprehensive analysis of services such as water supply because services were assumed to be in place with the prior or surrounding development.

REGIONAL STATISTICAL AREAS

Under direction from the County Board of Supervisors, regional statistical areas (RSAs) for the County were established as part of the required growth projections for all planning programs in 1977 by the County's Environmental Management Agency. The boundaries of the RSAs were determined by common infrastructure themes, including transportation corridors and activity centers. The California State University at Fullerton currently manages growth forecasting and projections for the RSAs. Figure 1 depicts the boundaries of the Orange County Regional Statistical Areas.

Currently, 10 RSAs compose the County of Orange and provide workable areas for long-range planning analysis, including demographic analysis. RSAs were chosen for the purpose of this analysis because projections for infill and new development are not undertaken on a jurisdictional basis but are aggregated within the areas described below. Additionally, the information provided is limited to residential development. No information is compiled by CSUF for nonresidential uses because residential development is the catalyst for such nonresidential uses in the County.

RSA A-36 is predominantly developed with urban uses at the present time. The majority of the land area is incorporated within the Cities of La Habra, Fullerton, and Brea. Each of these cities has a central business district that is being revitalized. The RSA is bounded on the south by State Route 91 (SR-91) and on the east by State Route 57 (SR-57). These two transportation corridors have influenced past urban growth and will continue to do so in the future. The regionally significant activity centers within the RSA include the Brea Mall and surrounding commercial uses, the educational facilities centered on California State University, Fullerton, the employment area south of the university, and the industrial area adjacent to the Fullerton Airport. There is currently only one new residential development project of over 500 dwelling units proposed within this RSA - West Coyote Hills (760 DU).

RSA B-41 is partially developed. A majority of the area is incorporated within the Cities of Brea, Placentia, Yorba Linda, Anaheim, and Orange. A significant portion of the unincorporated area is within the sphere of influence of Orange and Anaheim or within Cleveland National Forest. The Cities of Brea, Placentia, Yorba Linda, Anaheim (Anaheim Hills area), and Orange are characterized by single-family residential development. The area is served by SR-57, SR-91, and State Route 241 (SR-241). A major activity center in the area is a major commercial development located just north

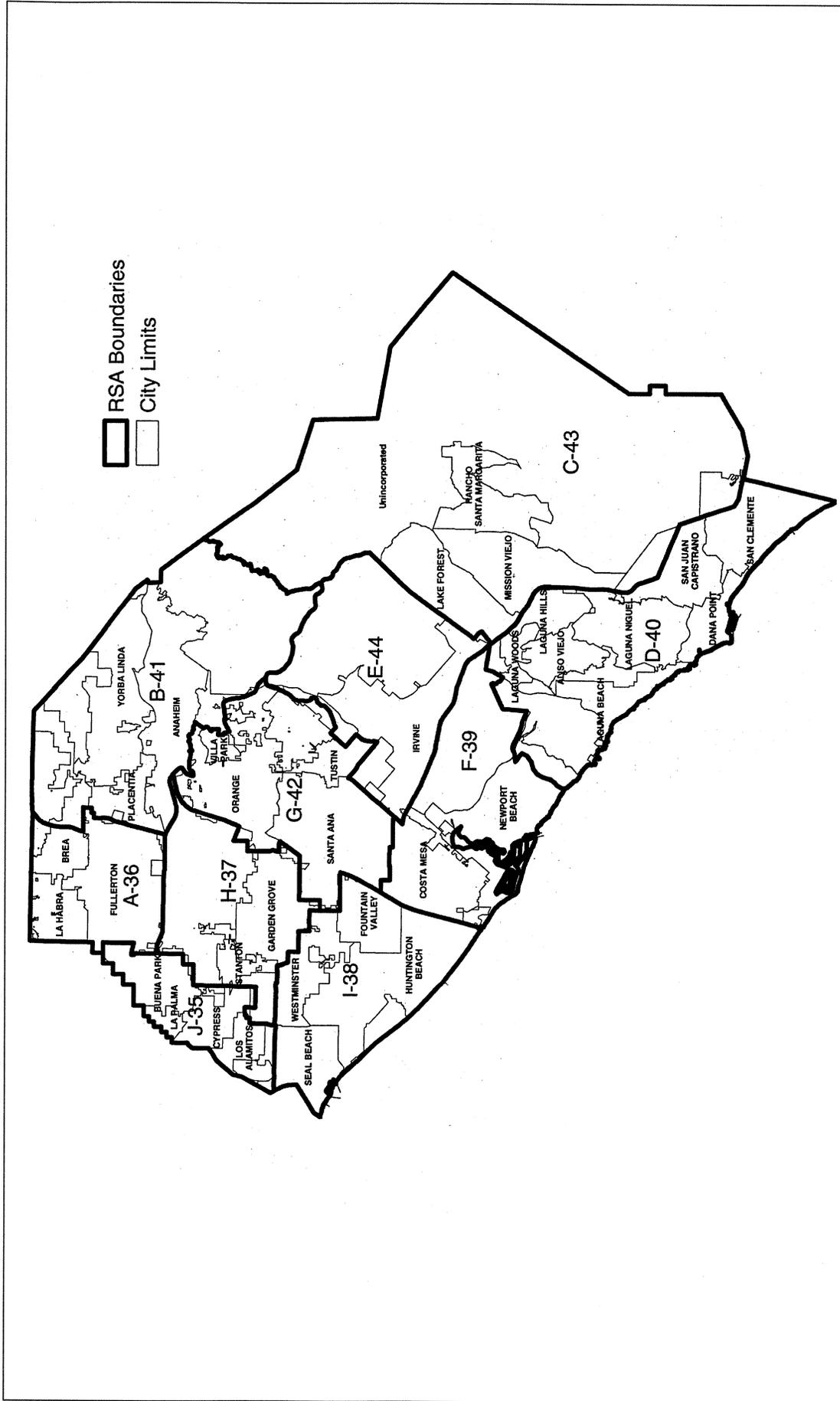


FIGURE 1

Huntington Beach Seawater Desalination Plant
 Orange County Regional Statistical Areas (RSA)

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 SOURCE: CENTER FOR DEMOGRAPHIC RESEARCH,
 CALIFORNIA STATE UNIVERSITY, FULLERTON (9/2002)
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of SR-91 and Weir Canyon Road. There are currently three new residential development projects of over 500 dwelling units proposed within this RSA - Tonner Hills (810 DU), Del Rio (716 DU – shared with RSA G-42) and Mountain Park (2,500 DU).

RSA C-43 is partially developed with a suburban character in the Cities of Lake Forest, Mission Viejo, and Rancho Santa Margarita, and the unincorporated communities of Ladera Ranch, Coto de Caza, Trabuco, Las Flores, and Dove Canyon. One of the main activity centers in this RSA is the Shops at Mission Viejo and the surrounding commercial development, and there is a potential for a variety of new activity centers to be developed in the near future throughout this RSA. There are currently two new residential development projects of over 500 dwelling units proposed within this RSA – Rancho Santa Margarita Northeast Future Planned Community Area (618 DU) and Rancho Mission Viejo Ranch Plan (14,000 DU).

RSA D-40 is divided into several distinct geographic units. There are nine cities within the area (Newport Beach, Laguna Beach, Laguna Woods, Aliso Viejo, Laguna Hills, Laguna Niguel, Dana Point, San Juan Capistrano, and San Clemente). Employment is oriented toward tourist, recreation, and commercial activities. Development in the area is primarily suburban residential. Significant open space continues to exist along the Newport Coast and around the City of Laguna Beach. The area is served by I-5, SR-1, and State Route 73 (SR-73). There is new residential development of over 500 dwelling units currently under construction within this RSA. No future new residential developments of over 500 dwelling units are anticipated.

RSA E-44 is a mixture of urban and suburban activities and open space at the present time. Approximately half of the area is within the Cities of Irvine, Tustin, and Santa Ana. The former Marine Corps Air Stations at El Toro and Tustin and the North Irvine Sphere are located in this RSA and provide potential for significant mixed-use development. The area is presently served by SR-55, State Route 133 (SR-133), SR-241, I-5, and Interstate 405 (I-405). These corridors have influenced urban development within the RSA. Activity centers include the Irvine Spectrum and surrounding business/industrial area in Irvine (shared with RSA F-39) and the Marketplace, located within the Cities of Tustin and Irvine along Jamboree Road. There are currently five new residential development projects of over 500 dwelling units proposed within this RSA - East-Orange-Santiago Hills II (4,096 DU), Planning Areas 1 and 2 (4,310 DU), North Irvine Sphere (12,350 DU), Great Park (8,550 DU), and Tustin Base (4,601 DU).

RSA F-39 is divided into several distinct geographic areas, each with its own character. These areas have a variety of mixed uses and densities of development. The coastal area continues to be a prime tourist, recreation, and commercial area. Regionally significant activity centers within the RSA include Newport Center, Fashion Island, John Wayne Airport and the surrounding business areas, South Coast Plaza and surrounding business areas, the University of California, Irvine (UCI) and the adjacent mixed-use development, and the Irvine Spectrum and surrounding business areas (shared with RSA E-44). There is currently only one new residential development project of over 500 dwelling units proposed within this RSA - UCI Housing (850 DU).

RSA G-42 is largely developed, and the majority of the area is within the Cities of Orange, Santa Ana, Tustin, and Villa Park. The RSA is bounded on the west by SR-22, SR-91, and is bisected by both State Route 55 (SR-55) and I-5. Its arterial highway system provides convenient access to these regional transportation corridors. Regional activity centers in this RSA include the Westfield

Shoppingtown (Main Place Mall) Santa Ana, the Orange County Civic Center in Santa Ana and surrounding commercial and business districts, and the Block of Orange and surrounding commercial and business areas. There is currently only one new residential development project of over 500 dwelling units proposed within this RSA - Del Rio (716 DU – shared with RSA B-41).

RSA H-37 is urbanized. The majority of the RSA is incorporated within the Cities of Anaheim, Stanton, and Garden Grove. The RSA is bounded on the north by SR-91, on the east by SR-57, and on the south by State Route 22 (SR-22). The area is bisected by the I-5. The grid arterial highway system enhances access to these transportation facilities from any portion of the RSA. These transportation corridors have influenced past urban growth within the RSA and will continue to do so in the future. Major activity centers within the RSA include the Anaheim central business district and the adjacent commercial areas, including the industrial and commercial activity along SR-22 near Angel Stadium, Disneyland and California Adventure theme parks, surrounding commercial development, and the employment activity north of SR-22 between Knott Street and Beach Boulevard. Due to the build out of this RSA, no future new residential development project of over 500 dwelling units is anticipated.

RSA I-38 is mostly developed with urban and suburban uses at the present time. The majority of the land area is within the incorporated Cities of Seal Beach, Westminster, Fountain Valley, and Huntington Beach. Most of the development in this RSA can be characterized as suburban residential. The Seal Beach Naval Weapons Station occupies a significant portion of the City of Seal Beach. Activity centers located in this RSA include the Westminster Mall, Golden West College, and mixed use development along Pacific Coast Highway (SR-1) in Huntington Beach. Due to the build out of this RSA, no future new residential development project of over 500 dwelling units is anticipated. It should be noted, however, that the “Pacific City” development, an infill site in downtown Huntington Beach encompassing 516 condominium units, was approved by the City of Huntington Beach on June 7, 2004.

RSA J-35 is characterized by urban and suburban uses. A majority of the land area is incorporated within the Cities of Buena Park, La Palma, Cypress, and Los Alamitos, which have a suburban residential character. Most of the land area within the City of Los Alamitos is located in the Los Alamitos Armed Forces Reserve Center. The City of Buena Park has the greatest potential for intensification of activity. Buena Park has a regionally significant activity area adjacent to the Santa Ana Freeway (I-5) and continuing south along Beach Boulevard. It includes Knott’s Berry Farm and the Buena Park Shopping Mall. Due to the build out of this RSA, no future new residential development project of over 500 dwelling units is anticipated.

LOCATION AND PROJECTIONS FOR INFILL DEVELOPMENT

As described in Table B, Dwelling Unit Growth and Dwelling Unit Infill Totals, the total dwelling unit growth from 2000–2030 for all ten RSAs is anticipated to be 145,090 dwelling units (the same total projected increase in dwelling units as shown in Table A). 65,438 dwelling units (approximately 45%) are anticipated to be built in infill areas of the County. Seven of the ten RSAs are projected to have more infill development than new development. In fact, 100% of the dwelling units that will be built in RSAs H-37 and J-35 are anticipated to be located in infill areas. The percentage of infill development by RSA is also shown in Figure 2, Infill Percentages by Regional Statistical Areas.

Table B: Dwelling Unit Growth and Dwelling Unit Infill Totals

	2000 DU Baseline	Total DU Increase 2000–2030	Residential (DU) Infill Development	% Infill
RSA A-36	74,033	6,520	3,515	53.9
RSA B-41	63,848	17,682	6,463	36.6
RSA C-43	86,804	35,098	1,700	4.8
RSA D-40	124,573	11,277	9,214	81.7
RSA E-44	61,345	40,310	15,474	38.4
RSA F-39	83,839	9,691	6,456	66.6
RSA G-42	148,461	6,175	4,712	76.3
RSA H-37	135,668	7,000	7,000	100.0
RSA I-38	136,005	7,772	7,339	94.4
RSA J-35	57,951	3,565	3,565	100.0
Total	972,527	145,090	65,438	45.1

Source: Center for Demographic Research—California State University, Fullerton, 2002.

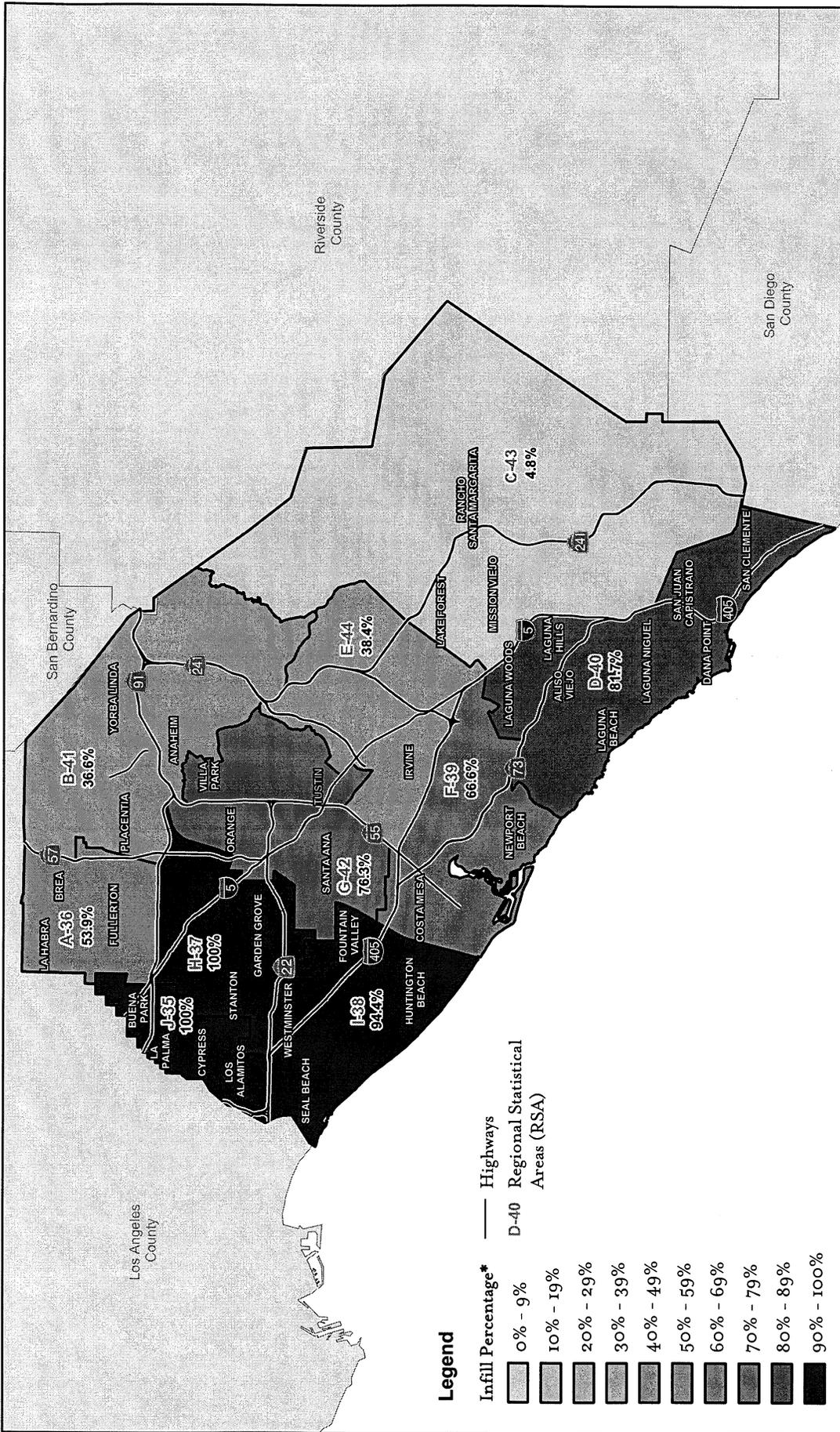
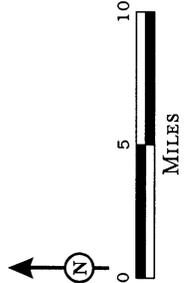


FIGURE 2

*Infill is generally associated with growth, but is not directly linked to new development. This type of development usually occurs on parcels that contain existing development, which is removed in favor of new development of a higher intensity or density.

Huntington Beach Seawater Desalination Plant
Infill Percentages by Regional Statistical Areas

LSA



SOURCE: TBM (2003), ESRI Data (2003), CSU Fullerton (2002)
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NEW DEVELOPMENT ANALYSIS

This section reviews projected new residential development in Orange County. For purposes of this report, the term “new development” is used to mean the building of residential projects in areas of the County that have not been urbanized (areas with large tracts of vacant land), including undeveloped and agricultural land.

LOCATION AND PROJECTIONS FOR NEW DEVELOPMENT

43.6 percent (217,810 acres) of the land in Orange County remains undeveloped.¹ This land is categorized as protected, unprotected (developable), or future planning (planning for the area has not yet commenced or is not yet complete), and includes public and private lands, regional and State parks, Cleveland National Forest lands, marine refuges, and land protected under the Natural Communities Conservation Program (NCCP).

Owners of larger tracts of land in some of these areas will seek to develop residential projects. As shown in Table C, almost all of the anticipated new development in Orange County will occur in RSAs B-41 (11,219 DU), C-43 (33,398 DU) and E-44 (24,836 DU). Of the 79,652 projected new units to be built from 2000 to 2030, 69,453—87 % of the total—will be built in those three RSAs. RSA B-41 includes the Anaheim Hills and East Orange areas, while RSAs C-43 and E-44 include most of the inland (non-coastal) portions of Irvine and South Orange County. Several large tracts of vacant land remain in those areas. It is not surprising, therefore, that those are the areas where the majority of the County’s proposed new residential development projects are located, with over 500 dwelling units.

Table C: Dwelling Unit Growth and Dwelling Unit New Development Totals

RSA	2000 DU Baseline	Total DU Increase 2000–2030	Residential (DU) New Development	% New Development
RSA A-36	74,033	6,520	3,005	46.1
RSA B-41	63,848	17,682	11,219	63.4
RSA C-43	86,804	35,098	33,398	95.2
RSA D-40	124,573	11,277	2,063	18.3
RSA E-44	61,345	40,310	24,836	61.6
RSA F-39	83,839	9,691	3,235	33.4
RSA G-42	148,461	6,175	1,463	23.7
RSA H-37	135,668	7,000	–	0
RSA I-38	136,005	7,772	433	5.6
RSA J-35	57,951	3,565	–	0
	972,527	145,090	79,652	54.9

Source: Center for Demographic Research—California State University, Fullerton, 2002.

¹ County of Orange, Community Indicators Project. 2004. Orange County 2004 Community Indicators. Orange County, California.

**PROPOSED NEW RESIDENTIAL DEVELOPMENT PROJECTS
(OVER 500 DWELLING UNITS)**

This section specifically identifies twelve proposed new residential development projects of 500 dwelling units or more that are located in Orange County. Table D summarizes the number of units for each of these twelve projects and shows each project's location by RSA and by land-use planning jurisdiction. Figure 3 also shows each project's general location as depicted on a map of Orange County.

Table D: Proposed New Residential Development Projects in Orange County (Over 500 Dwelling Units) by RSA

Project #	Proposed New Residential Development Projects	DUs	RSA	Land Use Jurisdiction
1	Tonner Hills	810	B-41	Unincorporated County
2	West Coyote Hills	760	A-36	Fullerton
3	Del Rio	716	B-41, G-42	Orange
4	Mountain Park	2,500	B-41	Anaheim
5	East Orange-Santiago Hills II	4,096	E-44, G-42	Orange
6	Planning Areas 1 and 2	4,310	E-44	Irvine
7	North Irvine Sphere	12,350	E-44	Irvine
8	Great Park	8,550	E-44	Irvine
9	Tustin Base	4,601	E-44	Tustin
10	UCI	850	F-39	UC Regents
11	Northeast Future Planned Community Area	618	C-43	Rancho Santa Margarita
12	Rancho Mission Viejo Ranch Plan	14,000	C-43	Unincorporated County
-	None		I-38	
-	None		D-40	
-	None		H-37	
-	None		J-35	
Total DUs		54,161		

Source: LSA Associates, Inc., 2004, based on review of individual projects.

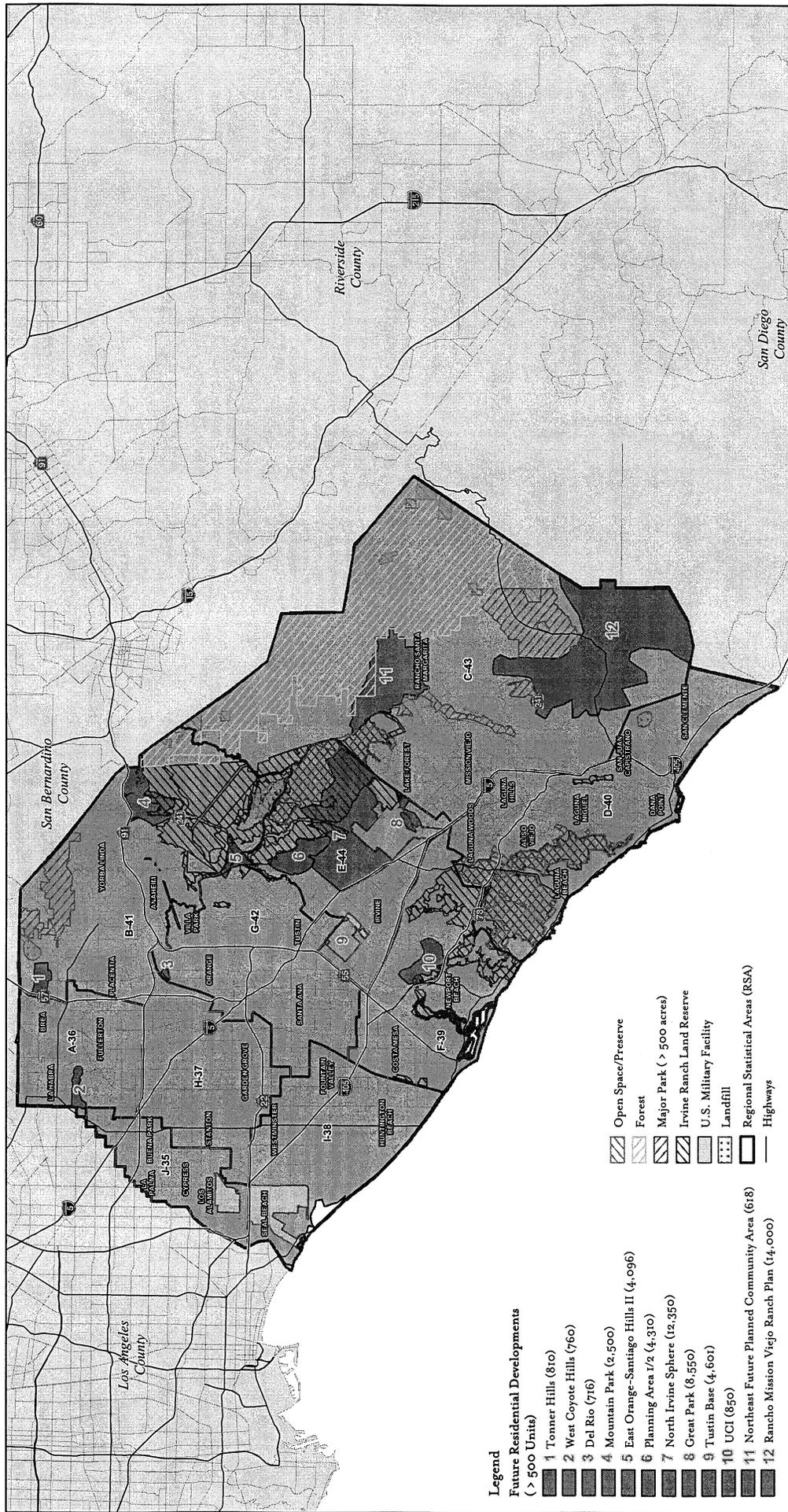


FIGURE 3

Huntington Beach Seawater Desalination Plant
 Proposed (Undeveloped) Residential Development on Vacant Land
 by Regional Statistical Areas

- Legend**
- Future Residential Developments (> 500 Units)**
- 1 Tonner Hills (810)
 - 2 West Coyote Hills (760)
 - 3 Del Rio (716)
 - 4 Mountain Park (2,500)
 - 5 East Orange-Santiago Hills II (4,096)
 - 6 Planning Area 1/2 (4,310)
 - 7 North Irvine Sphere (12,350)
 - 8 Great Park (8,550)
 - 9 Tustin Base (4,601)
 - 10 UCI (850)
 - 11 Northeast Future Planned Community Area (618)
 - 12 Rancho Mission Viejo Ranch Plan (14,000)
- [Symbol] Open Space/Preserve
 [Symbol] Forest
 [Symbol] Major Park (> 500 acres)
 [Symbol] Irvine Ranch Land Reserve
 [Symbol] U.S. Military Facility
 [Symbol] Landfill
 [Symbol] Regional Statistical Areas (RSA)
 [Symbol] Highways



SOURCE: TBM (2003); Government Lands (2002); California State University, Fullerton, Center for Demographic Research (April 2003); The Irvine Company (6/26-NCCP)
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For the most part, the proposed new projects fall within the parameters of the 2030 projections. The total number of dwelling units proposed for the twelve new residential development projects shown in Table D (54,161) is within the 2030 projections for total new development dwelling units shown in Table C (79,652). With the notable exception of RSA E-44, each of the total unit counts for the proposed new projects falls within the 2030 projections. The five new residential development projects proposed for RSA E-44 (Nos. 5-9) comprise a total of 33,907 dwelling units, while the 2030 projection for new development in RSA E-44 is only 24,836 – a difference of 9,071 dwelling units. The total projection for 2030 dwelling unit increases in RSA E-44 is 40,310. As of the date of this report, it is unclear whether the projected distribution between infill and new development should be modified to account for the 9,071 difference or whether the proposed unit counts for one or more of the five new residential development projects will ultimately be reduced, thereby bringing the proposals more in line with the projections. Another explanation may be that the proposals include dwelling units that will not be built until after 2030 (outside of the projection window).

The discussion that follows summarizes each new development project and includes available information on the anticipated source of water to each project. Table E provides a summary of water supply providers for major development projects in Orange County.

1. Tonner Hills Planned Community (B-41). The Tonner Hills development is located in the unincorporated area of Orange County. It includes 810 residential units distributed in 8 distinct neighborhoods on 193.9 acres, with 32.7 acres reserved for public use, 7.7 acres to be developed as neighborhood commercial use, and 5.8 acres to be developed for private neighborhood park use. In addition, 15 acres are designated for the continuation of oil and gas production activities (including facilities that will exist through all open space areas and some residential areas).

The project site will become part of, and be served by, the Southern California Water Company's (SCWC) Placentia System. The Placentia System receives its regular water supply from a combination of groundwater (four wells) and treated surface water via pipe connection from the Municipal Water District of Orange County (MWDOC). In order to provide domestic water service to the Tonner Hills Planned Community, SCWC must first obtain a Certificate of Public Convenience and Necessity (CPCN) from the California Public Utilities Commission. Once the CPCN has been obtained, SCWC will be able to provide domestic water services to the Tonner Hills Planned Community. SCWC has determined that adequate water supplies will be available to service the new Tonner Hills Planned Community by the time all units are built. SCWC has also ensured (through its multiple source supply) that the existing and future water supplies of businesses, residents, farmers, and the environment will not be negatively impacted by the development.

2. West Coyote Hills (A-36). The West Coyote Hills development is located in the City of Fullerton. A maximum of 760 dwelling units (consisting of a combination of residential estates, single-family attached and single-family detached residential units) is proposed in an area encompassing 177.7 acres within the West Coyote Hills Specific Plan. Other components of the West Coyote Hills Specific Plan include a 17.1-acre public use site; a 5.2-acre neighborhood commercial development area; and open space and recreational amenities on 279.4 acres. Circulation improvements comprise 29.3 acres (approximately five percent) of the total project site. The overall site includes a total of 582 acres.

In connection with the Specific Plan Amendment for the project, the City of Fullerton is also proposing improvements to the Robert E. Ward Nature Preserve. Potential improvements proposed by the City of Fullerton for this 72.3-acre property include a small parking area, restrooms, an interpretive center, the creation of a low-fuel zone around the area, a trail maintenance program, interpretive signage along existing paths, and some coastal sage scrub restoration in disturbed areas. The overall site, including the project area and Robert E. Ward Nature Preserve, includes a total of 582 acres.

As referenced in the project EIR, the Urban Water Management Plan, prepared by the City of Fullerton, anticipates that there will be an adequate supply of domestic water available at buildout of the West Coyote Hills in 2020, with the projected water demands met with supplies provided by the Metropolitan Water District of Southern California (MWD) (25 percent) and the Orange County Water District (OCWD) (75 percent).

3. Del Rio (B-41, G-42). The Del Rio development is located in the City of Orange. The project proponents are proposing 716 dwelling units on 73.22 acres (requires annexation from the County). Other components of the Del Rio development include a 10.65-acre public park and 7 acres of permanent open space.

General Plan Amendment 2004-0002 proposes to amend the City's Land Use Map by changing 73.22 acres from RA (Resource Area) as follows: approximately 10.65 acres to OS-P (Open Space-Park); approximately 7 acres to OS (Open Space); approximately 37 acres to LMDR (Low-Medium Density Residential, 6 to 15 dwelling units per acre); and approximately 18 acres to MDR (Medium Density Residential, 15 to 24 dwelling units per acre). No water supply-related information is available at this time.

4. Mountain Park Specific Plan (B-41). The Mountain Park Specific Plan is in the City of Anaheim. As analyzed in the EIR (March 1991), the project included development of up to 7,966 residential dwelling units, 179 acres of commercial uses, interim sand and gravel mineral extraction facilities, three elementary schools, a middle school, a potential high school, a City maintenance yard and facility, four neighborhood parks, one community park, and open space. However, amendments to the adopted Mountain Park Specific Plan are currently pending and are anticipated to reduce the prior approved build out substantially. The Irvine Company estimates a potential build out of approximately 2,500 dwelling units. The area is anticipated to be annexed to, and therefore served by, the City of Anaheim.

No environmental documentation pertaining to revision of the Mountain Park Specific Plan is yet available. The prior EIR for the currently approved Specific Plan did not discuss or identify water supply as an issue or constraint to development, but simply addressed potential concerns related to water delivery systems.

5. East Orange/Santiago Hills II Development (E-44, G-42). Both of these projects will be located in the City of Orange. The Santiago Hills II development includes build out of up to 1,746 dwellings units (approved in November 2000). The East Orange Planned Community includes build out of up to 2,350 dwelling units. Amendments to the East Orange General Plan and Santiago Hills Specific Plan are in the research and planning stages with the City of Orange and would substantially reduce the prior approved build out. The City of Orange is currently evaluating the proposed project and will be

processing a General Plan Amendment, Rezoning Application, Tentative Tract Map, and an Annexation.

The Santiago Hills II Supplement to the FEIR identifies the water provider as the Irvine Ranch Water District (IRWD). The IRWD Water Master Plan envisions the District moving away from current levels of reliance on imported water from MWD to a greater utilization of local groundwater for cost, water quality, and reliability reasons. Anticipated sources include the Inland Well Fields proposed by OCWD, development of additional yields from the Irvine sub-basin by IRWD, and a well rehabilitation program to maintain long-term reliability of local groundwater production facilities in the District (Meeting with Greg Heiretz, IRWD, 10/13/03).

6. Planning Areas 1 and 2 (E-44). The City of Irvine General Plan has designated Planning Areas (PAs) 1 and 2 as residential since the 1970s. The anticipated residential intensity was reduced to its current level through the 1989 Irvine Open Space Initiative and GPA 16. The maximum number of dwelling units in the planning areas was also reduced through the 1996 Natural Community Conservation Planning (NCCP) program of the California Department of Fish and Game (CDFG), which transferred units into the NCCP Bank (25 units from PA 1 and 765 units from PA 2), and the Northern Sphere Area project, which transferred dwelling units from PA 2 (1,220 units) to the Northern Sphere Area development. The current zoning designations in the planning areas are 1.2–Development Reserve and 1.3–Conservation and Open Space Reserve. The PA1/PA2/PA9 Project is the first comprehensive study of land use for the entire PAs 1 and 2 planning areas since the original City of Irvine General Plan was adopted.

The PA1/PA2/PA9 Project includes the following components: (1) change in land use designation and zoning in PAs 1 and 2 to allow 4,310 dwelling units (reduced from 5,903 dwelling units allowed under the current general plan); (2) change in land use designation to establish agriculture zoning in PAs 1 and 2; (3) consolidation of PAs 1 and 2 into one planning area named PA 1; (4) deletion of the Culver Drive extension as depicted in the General Plan; (5) permanent preservation of over 2,000 acres of open space in PAs 1 and 2; (6) change in land use designation and zoning in PA 9 to replace 2,566,000 square feet of medical and science use with residential uses; (7) transfer of 1,593 unused dwelling units from PAs 1 and 2 to PA 9; and (8) annexation of the project area into the City of Irvine.¹ No water supply-related information is available at this time.

7. Northern Sphere General Plan Amendment. The City of Irvine approved an amendment to the General Plan for the Northern Sphere in 2000, covering a 7,743-acre area immediately north and east of the current City boundaries. Ultimate development of up to 12,350 dwellings is allowed. The majority of this planned development is being transferred from other Planning Areas of the City as permitted by the City's procedures, meaning that the units have been accounted for in previous developments, not built, with the entitlement transferred to new locations.

The EIR for the Northern Sphere General Plan Amendment states: "The IRWD uses current general plans and zoning documents to determine future water demand projections. Although the City's General Plan assumes agricultural uses for the proposed development area, the 12,350 DU proposed to be transferred in the Northern Sphere Area have been assumed in the City's General Plan and, therefore, these units are assumed in future water demand projections." The EIR further notes that

¹ E-mail correspondence with Diane Nguyen, Planner, City of Irvine.

IRWD has determined that sufficient water supplies are available to serve the project. No water supply problems are anticipated for growth identified within the General Plan because of other identified and available sources.

8. Great Park Project (E-44). The Orange County Great Park Plan encompasses the site of the former El Toro Marine Corps Air Station now within the City of Irvine. The Plan proposes 3,625 DU and approximately 6.6 million square feet of educational, institutional, cultural, research and development, retail, and recreational uses, along with transportation facilities, parks, and natural open space. The Irvine Company has estimated potential entitlement of 8,550 DU at build out in the Irvine Sphere of Influence.

The EIR for the project (February 2003) notes that the IRWD completed and approved an analysis of water supply on January 27, 2003. The water analysis concluded that IRWD would have adequate water resources to meet existing and future demand, including the proposed project. The EIR concluded that impacts on water resources would be less than significant because availability of new water supplies is anticipated. As noted previously under the discussion of the Santiago Hills II project, IRWD anticipates greater utilization of local groundwater supplies in the future.

9. Tustin Base (E-44). Most of MCAS-Tustin is located in the City of Tustin (approximately 1,511 acres), and a portion is located in the City of Irvine (about 95 acres). MCAS-Tustin is generally bounded by single-family residential uses and business parks on the north, light industrial and research and development uses to the west, light industrial and commercial uses to the south, and residential uses currently under construction to the east.

The Specific Plan/Reuse Plan for MCAS Tustin includes detailed planning, policies, regulations, implementation strategies, and procedures necessary to guide the reuse and development of the site into the next century. The MCAS-Tustin Specific Plan/Reuse Plan is intended to serve as both a policy-oriented and regulatory document. The plan will eventually be adopted as the zoning for the property. The current plan estimates that a maximum of 4,601 dwelling units could be developed on site. No water supply-related information is available at this time.

10. University of California, Irvine, Campus Housing (F-39). Campus development at UCI has been implemented by the Long-Range Development Plan (LRDP). Under the authority of the Regents of the University of California, an LRDP indicates how a given UC campus will utilize its physical resources to accommodate physical program needs. A given LRDP generally includes land use, circulation and transportation, open space, and utility elements. The remaining residential units prior to the buildout of the LRDP for UC Irvine is estimated at 850 units. No water supply-related information is available at this time.

11. Northeast Future Planned Community Area (C-43). The majority of the City of Rancho Santa Margarita is developed. The largest area of vacant land available is the Northeast Future Planned Community Area, which is partially within the City's Sphere of Influence. This future development area may allow up to 618 additional dwelling units in the City.

The Northeast Future Planned Community Area is located within the service area of the Trabuco Canyon Water District (TCWD). The EIR for the Rancho Santa Margarita General Plan discusses the 2000 TCWD Urban Water Management Plan (UWMP). The General Plan EIR states that the UWMP included water demand projections from future development designated in the General Plan. Sufficient water supplies are therefore anticipated to be available from the sources identified in the UWMP.

12. Rancho Mission Viejo: "The Ranch Plan" (C-43). The approximately 22,850-acre project site is located within the unincorporated area of south Orange County and represents the remaining undeveloped portion of Rancho Mission Viejo. The Ranch Plan development will occur over approximately 30 years (thus exceeding the OCP-2002 projection window of 2030). The Ranch Plan includes up to 14,000 dwelling units, 130 acres of urban activity center uses, 258 acres of business park uses, 39 acres of neighborhood retail uses, up to four golf courses, a proposed 1,079-acre regional park, and approximately 13,161 acres of open space area. The open space component includes a 420-acre portion for up to 100 dwelling units, a private golf course with a limited number of associated attached dwelling units, and equestrian facilities. The Draft EIR was released for public review on June 11, 2004.

Santa Margarita Water District (SMWD), as described in the SMWD Long-Range Master Plan, will serve the water needs of The Ranch Plan. SMWD has prepared a water supply assessment in accordance with state law and has concluded that projected water supplies will meet the project demand projected for the next 20 years, in addition to SMWD's needs related to approved new future development, exclusive of The Ranch Plan.

Analysis included in the Water Supply Assessment for The Ranch Plan demonstrates that the combination of MWD base supply and recycled water, augmented by supplemental dry year(s) supplies that are currently available to SMWD through existing contracts with Cucamonga County Water District and Southern California Water Company to transfer groundwater stored in Chino Basin, will enable SWMD to meet the projected 20-year water demand associated with The Ranch Plan by a substantial margin of safety without affecting the availability or reliability of supplies for other anticipated needs.

Table E: Summary of Water Supply for Proposed New Residential Development Projects

Project #	Proposed New Residential Development Projects	DUs	Water Supplier	Water Supply Identified
1	Tonner Hills	810	Southern California Water Company	Yes
2	West Coyote Hills	760	City of Fullerton	Yes
3	Del Rio	716	Irvine Ranch Water District (IRWD)	Unknown
4	Mountain Park	2,500	City of Anaheim	Unknown
5	East Orange-Santiago Hills II	4,096	IRWD	Yes
6	Planning Areas 1 and 2	4,310	IRWD	Unknown
7	North Irvine Sphere	12,350	IRWD	Yes
8	Great Park	8,550	IRWD	Yes
9	Tustin Base	4,601	City of Tustin / IRWD	Unknown
10	UCI	850	IRWD	Unknown
11	Northeast Future Planned Community Area	618	Trabuco Canyon Water District	Yes
12	Rancho Mission Viejo Ranch Plan	14,000	Santa Margarita Water District	Yes

Source: LSA Associates, Inc., 2004, based on review of individual projects.

GENERAL PLAN HOUSING ELEMENT REVIEW

As an alternative method to determine the remaining residential dwelling units¹ that could potentially be built in Orange County, a review of housing elements and related elements from the general plans of all jurisdictions in the County was conducted. The Cities of Anaheim and San Juan Capistrano did not disclose the total housing estimates or potential housing units at buildout in their general plan documents. However, a housing build out estimate was received verbally from the City of Anaheim planning department.

Table F, General Plan Housing Element Summary, provides a total of potential remaining housing units to be built prior to build out of the given jurisdiction per general plan estimates. By adding all of the general plan build out estimates together, a total of 970,296 dwelling units are projected for final build out of Orange County.

¹ The term “dwelling units” in this section include single-family residential units, multi-family dwelling units, single room occupancy residential units (SROs), and mobile homes.

Without relying on additional updated information, the general plan review would provide an out-of-date projection of the total dwelling units to be built in Orange County. In fact, when the total number of dwelling units estimated for build out in the general plan for each jurisdiction is added together (970,296), the resulting number is less than the total number of existing dwelling units in the County in 2000 (973,339 - *see* Table A). One reason for the lower overall build out estimates is that the general plans were written as independent governing documents for each jurisdiction. In addition, as shown on Table F, the general plans were written in different years.

This report compares the 2004 California Department of Finance (DOF) existing housing estimates to the general plan estimates so that an up-to-date estimate of existing and remaining potential housing units could be determined on a jurisdiction-by-jurisdiction basis. As shown on Table F, the build out estimates for most jurisdictions continue to be up to date. However, in the Cities of Irvine, Laguna Beach, Laguna Woods, Lake Forest, La Habra, La Palma, Newport Beach, Tustin, and in the unincorporated County, the general plan build out estimates are out of date and have already been surpassed, when compared with the 2004 DOF existing housing estimates. Note that the full build out of any given jurisdiction may be different due to the following:

- development patterns in the jurisdiction may have intensified since completion of the general plan
- the methodologies used to estimate existing housing units at the time of the general plan's writing may be different from the methodology used by the DOF in its 2004 existing housing estimates
- additional land may have become available to the jurisdiction due to the incorporation of former County land since the writing of the general plan

In addition, when attempting to draw conclusions based on the information in Table F, it is important to note that the County General Plan that accounts for the unincorporated land in the County was written in 2001. According to the County General Plan, 84,953 dwelling units existed in unincorporated County lands in 2001. In 2004, the number of dwelling units dropped to 37,957 units per the DOF existing housing estimates. The large discrepancy between the 2001 and 2004 dwelling unit totals is likely attributable to incorporation of the dwelling units by individual cities.

The 2004 DOF existing housing estimate for Orange County is 1,003,929 dwelling units. (Note that this number is within the OCP-2002 projections in Table A.) When the 2004 DOF existing housing estimates are subtracted from the build out estimates in the general plans on a jurisdiction-by-jurisdiction basis (ignoring the jurisdictions where the estimates have already been surpassed), the result is that an estimated 64,324 dwelling units remain to be built in Orange County.

Table F: General Plan Housing Element Summary

Jurisdiction	General Plan Element	Year of General Plan Element	Total Housing Estimates at Build Out per General Plan	2004 California Department of Finance Existing Housing Estimates	Total Remaining Housing Units to Be Built prior to Build Out of Jurisdiction per General Plan Estimates and California Department of Finance Estimates
Aliso Viejo	Community Profile	2004	20,112	17,968	2,144
Anaheim	Land Use Element	2004	129,159 (per City Planner)	101,527	27,632
Brea	Housing Element	2002	15,802	14,292	1,510
Buena Park	Housing Element	2001	24,285	23,848	437
Costa Mesa	Housing Element	2000	43,122	40,947	2,175
Cypress	Housing Element	2001	17,022	16,381	641
Dana Point	Housing Element	2000	16,564	15,880	684
Fountain Valley	Housing Element	2000	19,290	18,482	808
Fullerton	Housing Element	2001	55,831	46,296	9,535
Garden Grove	Housing Element	2000	48,299	47,069	1,230
Huntington Beach	Housing Element	2000	79,514	77,221	2,293
Irvine	Housing Element	2003	61,255	63,014	(-1,759)
Laguna Beach	Housing Element	2001	13,083	13,174	(-91)
Laguna Hills	General Plan Appendix A	2001	11,425	11,108	317
Laguna Niguel	Housing Element	2000	24,947	24,664	283
Laguna Woods	Housing Element	2003	13,395	13,629	(-234)
Lake Forest	Housing Element	2000	21,428	26,385	(-4,957)
La Habra	Housing Element	2003	19,271	19,719	(-448)
La Palma	Housing Element	2002	5,037	5,131	(-94)
Los Alamitos	Housing Element	2001	4,578	4,362	216
Mission Viejo	Housing Element	2000	34,465	33,714	751
Newport Beach	Housing Element	2003	39,249	41,851	(-2,602)
Orange	Housing Element	2001	45,846	43,372	2,474
Placentia	Housing Element	2002	16,162	16,010	152
Rancho Santa Margarita	Housing Element	2002	17,170	16,684	486
San Clemente	Housing Element	2000	25,481	25,414	67

Jurisdiction	General Plan Element	Year of General Plan Element	Total Housing Estimates at Build Out per General Plan	2004 California Department of Finance Existing Housing Estimates	Total Remaining Housing Units to Be Built prior to Build Out of Jurisdiction per General Plan Estimates and California Department of Finance Estimates
San Juan Capistrano	Housing Element	1997	Unknown	11,676	Unknown
Santa Ana	Housing Element	2000	76,891	75,006	1,885
Seal Beach	Housing Element	1990	14,334	14,347	13
Stanton	Housing Element	2001	11,726	11,065	661
Tustin	Housing Element	2001	24,121	25,850	(-1,729)
Villa Park	Housing Element	2001	4,081	2,020	4,068
Westminster	Housing Element	2001	28,202	27,185	1,017
Yorba Linda	Housing Element	2002	23,526	20,681	2,845
Unincorporated Orange County	Housing Element	2001	94,782	37,957	Unknown
Subtotal			970,296	1,003,929	64,324

Note: All housing estimates include proposed infill development. All negative totals (noted in parentheses) are counted as zero and not subtracted from the total.

This general estimate of a 64,324-dwelling unit increase (based on available information in Table F), is significantly below the OCP-2002 projection of an increase of 145,090 dwelling units by 2030 (see, Table B). Note, however, that this total does not include any potential units that may be built in Irvine, Laguna Beach, Laguna Woods, Lake Forest, La Habra, La Palma, Newport Beach, Tustin, or unincorporated County due to discrepancies where the aforementioned jurisdictions have already surpassed their general plan housing element estimates. Moreover, three of these jurisdictions that have surpassed their general plan estimates are also the locations where new residential development projects of over 500 dwelling units have been proposed (see, Table D: two projects with a combined total of 14,810 dwelling units are proposed in the unincorporated County; three projects with a combined 25,210 dwelling units are proposed in Irvine; and one project with 4,601 dwelling units is proposed in Tustin). Adding the combined total of 44,621 dwelling units to the general estimate of 64,324 units equals 108,945 dwelling units, a number that is still short of the OCP-2002 projection of 145,090 dwelling units for 2030. Housing Elements for these jurisdictions will likely require updates to reflect the additional dwelling units that have already been approved beyond the full build out scenarios identified in the existing general plans as well as to reflect new development proposals.

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