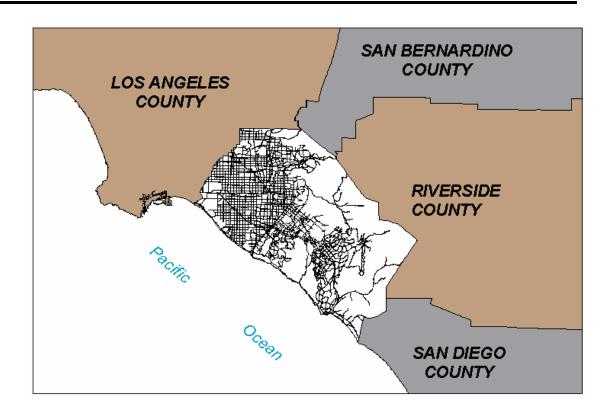
II. BACKGROUND FOR PLANNING



CA/KB

OVERVIEW

This chapter describes the natural and urban settings of the County and provides a summary of demographic data. ■



LOCATION

The County of Orange is located along the Pacific Ocean between Los Angeles County to the north and northwest, San Bernardino County to the northeast, Riverside County to the east, and San Diego County to the southeast. A somewhat rectangular landmass, Orange County stretches approximately 40 miles along the coast and extends inland approximately 20 miles, covering 798 square miles.

NATURAL ENVIRONMENT

The natural setting of Orange County provides a diverse combination of mountains, hills, flatlands, and shorelines. These landforms and associated major canyons, ridgelines, and coastal areas all

contribute to the diversity of Orange County's environment. Orange County lies predominantly on an alluvial plain, generally less than 300 feet of elevation in the west and central section. Several low-lying mesas interrupt the plain along the northern coast. The plain is semi-enclosed by the Santiago Foothills and the Santa Ana Mountains, which rise to 5,600 feet on the east, the Puente and Chino Hills in the north, and the San Joaquin Hills to the south.

The undeveloped areas of unincorporated Orange County support a wide variety of ecosystems. Natural communities in these areas include freshwater and saltwater marshes, grasslands, coastal sage scrub, chaparral, oak savannah, southern oak woodland/forest, riparian woodland/forest, and conifer woodland/forest.



Weather in the County is a function of a semi-permanent high-pressure zone over the Pacific Ocean. The resulting climate is mild, typified by warm temperature and light winds. The average monthly temperatures range from about 52 F° in the coastal areas in January to 72 F° in the inland areas of the coastal plain in August. The dominant wind pattern is a daytime sea breeze (on-shore) and a nighttime land breeze (offshore).

The County's rainfall is characteristic of mediterranean climates. A modest average of 14 inches falls principally during the winter months (December to March). The County's rainfall also exhibits characteristically wide variations annually (from a low of 3.6 inches in 1961 to a high of 32.1 inches in 1940).

For a more detailed examination of the County's natural resources, please refer to Chapter VI, Resources Element.

URBAN SETTING

In 1810, the first land grant in what is now Orange County was established east and south of the Santa Ana River. Like much of coastal Southern California, the area remained sparsely populated and dominated by large ranches dedicated to raising cattle.

By 1850, the future Orange County comprised the southern tip of Los Angeles County. The population of the area totaled 500. Gradually, the frontier community began to change, particularly with the development of Anaheim in 1857, which was founded by German immigrants

CHAPTER II. BACKGROUND FOR PLANNING

Orange
County is
roughly one
percent of
the U.S.
population,
but it has
three percent
of the
Fortune 500
companies.

Orange County Business

Journal

interested in establishing a wine-producing colony. As early as 1870, Orange County residents sought to separate themselves from Los Angeles County. By late 1800's, County residents had mobilized enough political support to pass the secession measure despite opposition by Los Angeles County in the State Legislature. Orange County was given jurisdictional autonomy on March 11, 1889. The 1890 Census documents Orange County population as 13,589.

Until the 1940s, Orange County's economy was based largely on agriculture. With the rapid southward expansion of Los Angeles' population and industrial development, Orange County's economy began to change rapidly, particularly in the northern parts of the County. In 1940, twice as many workers were employed in agriculture as in manufacturing. Orange County's demographic explosion began with the onset of the military build -up for the Second World War and continued with the post-war expansion of California. Between 1940 and 1960, Orange County's population grew from 130,000 to more than 700,000, transforming the County into a major suburban outpost for an ever-expanding Los Angeles.

By 1960, manufacturing employed three times as many workers as the agricultural industry. Aerospace and other high-tech industries began moving into the area, bringing with them growing affluence.

Between 1950 and 1960, Orange County's

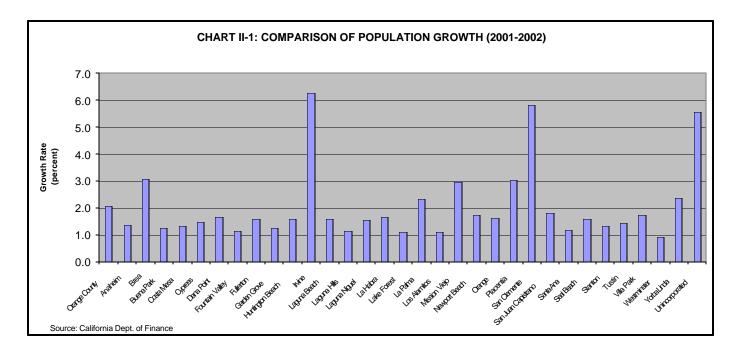
median income grew from the 20th highest of California's 58 counties to the third highest, behind only the Bay Area suburbs of Contra Costa and Marin Counties. By the mid-1990's, Orange County's high-tech and information industries were among the most dynamic in the United States.

Today, Orange County comprises 34 cities and has a population of 2.94 million residents. The unincorporated territory, consisting of approximately 321 square miles, is geographically diverse with unincorporated areas spread throughout the County. The largest portion of unincorporated territory is found in southern Orange County and includes a number of planned communities such as Coto de Caza, Las Flores and Ladera Ranch as well as large portions of undeveloped territory south of Ortega Highway.

In terms of population growth from January 1, 2000 through January 1, 2002 Orange County experienced an increase of 59,386 persons (or 2.0 percent) according to the State Department of Finance. The unincorporated area alone experienced a six percent population growth. Chart II-1 provides a comparison of city and unincorporated population growth rates.

DEMOGRAPHICS

This section presents a detailed inventory of current conditions and projected levels of population, housing, and employment. The



following analysis of these projections is an important consideration when planning for the future growth of the County.

Inventory of Current and Future Conditions

Data Source

The source of the demographic projections is Orange County Projections 2000 (OCP-2000). Orange County Projections, prepared by the Center for Demographic Research at California State University, Fullerton, provides comprehensive data projections for Orange County and includes a narrative describing anticipated growth. OCP-2000 includes population, housing and employment projections in five-year increments up to the year 2025. The Board of Supervisors adopted OCP-2000 and its modifications as the County's official policy projections on November 19, 2000.

In addition to its use by County agencies, OCP- 2000 provides sub-regional input to certain Southern California Association of Governments (SCAG) regional plans relating to air quality, housing, and transportation issues.

By modifying the 2000 Census data with more current demographic information, 2000 was selected as the baseline year for OCP-2000 and, as such, is used as the baseline year for this General Plan. The horizon year of the County's General Plan is 2025. All projections and analyses of physical and socioeconomic conditions in the County are keyed to this 25-year period. Table II-1 contains a summary of population, housing, and employment projections expected to occur during the study period.



History of County Growth Trends

During the past 20 years, the focal point of Orange County's growth has shifted gradually southward. In the 1950s and '60s, the majority of new development occurred in the northern areas of the County such as Anaheim, Fullerton, Garden Grove, Huntington Beach, Orange, Westminster, and Fountain Valley. During the 1970s, as vacant land became scarcer in these northern areas, the center of growth shifted to the south with the rise of new communities in the areas of Irvine, Mission Viejo, and Laguna Niguel. During the 1990s, the growth in southern Orange County continued in new planned communities such as Coto de Caza, Las Flores and Ladera Ranch.

With the new millennium now here, significant growth is expected to continue in these locations.

Despite the incorporations of Lake Forest, Laguna Woods and Aliso Viejo in the late 1990's and early 2000's, the unincorporated area remains a significant place and will remain so in the future. It is interesting to compare population, housing and employment figures in the unincorporated territory to Orange County's 34 cities. In 1995, for example, the unincorporated area ranked fourth overall in population, second in housing units and twelfth in employment when compared to all Orange County cities. In 2020, the unincorporated area is projected to rank second in population, fourth in housing and fourth in employment.

Population Projections

Table II-2 and Chart II-2 compare the projected population growth trends between unincorporated and incorporated areas of the County. During the 25-year study period, about 37 percent of the County's net

population growth is projected to occur in the unincorporated areas. In 2000, approximately 6.3% of the County's 2,853,757 people lived in unincorporated areas. By 2025, it is expected that this figure will increase to approximately 10%.

The difference in growth between countywide and unincorporated population becomes more apparent when the internal growth rates of the areas are compared. Between 2000 and 2025, the population of the entire County is expected to increase by 558,712 or 20 percent. The unincorporated areas, however, are projected to add 170,310 persons during the same period; this represents an increase of 95 percent. Chart II-2 further examines this growth by providing a comparison of 5-year growth rates of countywide, unincorporated, and incorporated areas. Each bar in the chart represents the amount of growth, in percentage, over a five-year period. Throughout the study period, growth rates in the unincorporated areas are the highest. This is most likely due to the fact that most undeveloped land planned for development is located in the unincorporated areas of south Orange County. The overall downward trend in growth rates for all areas can be explained by diminishing undeveloped lands.

Housing Projections

Approximately 136,018 dwelling units (DUs) will be added to the County's 2000 housing stock by the year 2025. Of these, approximately 45 percent will be located in

unincorporated areas. Chart II-3 demonstrates housing growth, in number of dwelling units, for incorporated and unincorporated areas of the County.

An analysis of housing growth rates (Chart II-4) indicates that the spatial distribution of new residential development is skewed toward unincorporated areas. By 2025, incorporated areas will have grown by 8 percent (73,737 DUs). During that same period, unincorporated areas will have grown by over 106 percent (62,284 DUs).

Employment Projections

In 2000, approximately 2 percent (37,827) of the County's 1.5 million jobs were located in unincorporated areas. By 2025, the total number of jobs in the unincorporated areas is projected to increase by over 277 percent to approximately 142,632 jobs. In 2025, that figure will account for nearly 7 percent of Orange County's total.

Chart II-5 provides a comparison of 5-year employment growth rates for unincorporated and incorporated areas.

1998 payroll growth in the County was the largest of any county in California at 5.4% or 66,000 new jobs.

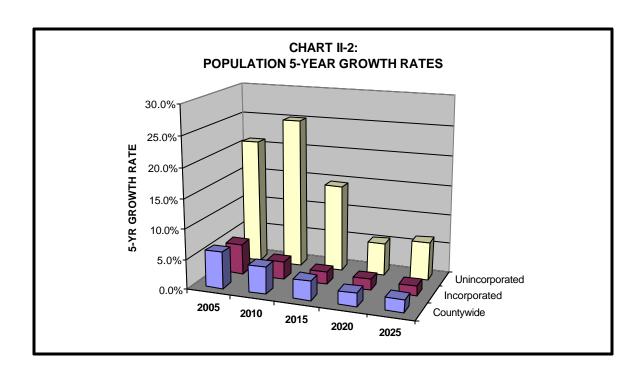
CHAPTER II. BACKGROUND FOR PLANNING

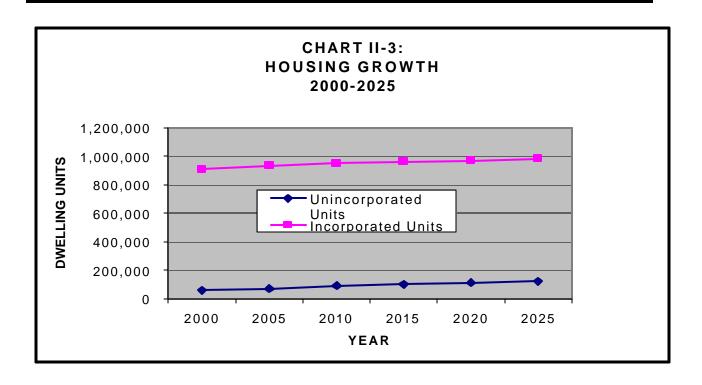
TABLE II-1: SUMMARY OF DEMOGRAPHIC TRENDS

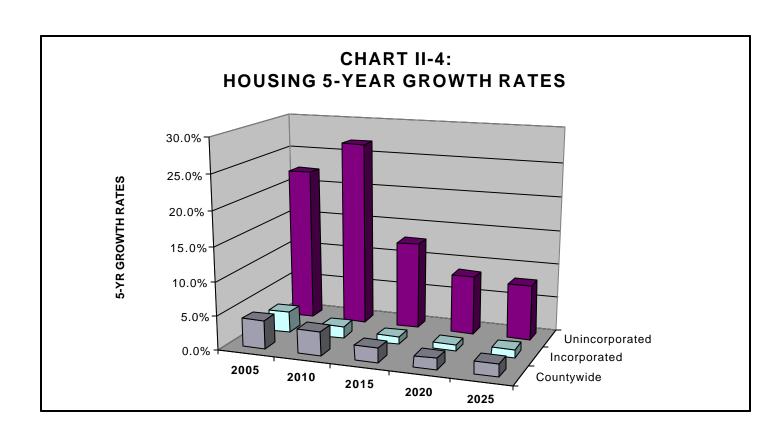
	2000	2005	2010	2015	2020	2025
POPULATION						
Countywide	2,853,757	3,028,792	3,165,434	3,267,144	3,340,282	3,412,469
Unincorporated	106,237	108,448	110,548	114,822	118,764	122,221
HOUSING (in dwelling units)						
Countywide	968,524	1,009,235	1,044,893	1,067,134	1,084,468	1,104,542
Unincorporated	59,063	72,279	91,766	103,477	112,358	121,347
EMPLOYMENT (# of jobs)						
Countywide	1,493,922	1,660,183	1,786,519	1,890,634	1,972,844	2,045,861
Unincorporated	37,827	55,961	75,208	98,105	121,905	142,632

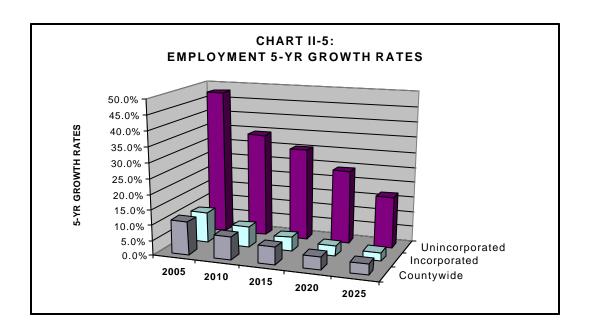
TABLE II-2: POPULATION GROWTH TRENDS

	2000	2005	2010	2015	2020	2025
Total County Population	2,853,757	3,028,792	3,165,434	3,267,144	3,340,282	3,412,469
% of Total	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%
Growth		175,035	136,642	101,710	73,138	72,187
% of Total Growth		100%	100%	100%	100%	100%
Unincorporated Population	180,195	217,972	272,542	312,022	329,217	350,505
% of Total	6%	7%	9%	10%	10%	10%
Growth		37,777	54,570	39,480	17,195	21,288
% of Total Growth		22%	40%	39%	24%	29%
Incorporated Population	2,673,562	2,810,820	2,892,892	2,955,122	3,011,065	3,061,964
% of Total	94%	93%	91%	90%	90%	90%
Growth		137,258	82,072	62,230	55,943	50,899
% of Total Growth		78%	60%	61%	76%	71%









Throughout the 25-year study period, unincorporated areas are projected to grow at a much faster rate than incorporated areas. This is most likely due to the fact that most undeveloped land planned for development is located in the unincorporated areas of south Orange County. As unincorporated areas approach buildout, the growth rates are projected to decrease to levels similar to that of the rest of the County.

PLANNING ASSUMPTIONS

In order to develop the objectives and policies identified in subsequent chapters, the following planning assumptions were identified.

As used in this report, an assumption is a statement regarding a condition, event, or trend that, based on present knowledge and judgment, seems likely to occur. The 2025

horizon year was selected for the General Plan because the greatest amount of information is available for that year. Future local government actions and policies may require changes to these assumptions and subsequently the projections themselves.

The assumptions presented in this section were prepared for and are consistent with Orange County Projections 2000 (OCP-2000).

Use of Land

There will be a steady but declining amount of land available for development. As agricultural preserve contracts are noticed for non-renewal, military bases (MCAS Tustin and MCAS El Toro) are closed and converted to civilian uses, and as oil lands end production, new areas will become available for development.

Future development may be allocated to these areas prior to the approval of general plan amendments and development policies without presupposing necessary development approvals.

- The Countywide projections do not exceed that which would be allowable under the cities' and County's general plans, their elements, and related identified city and County land use and development policies.
- The final portions of the available land in the County will achieve first generation buildout sometime after the year 2025.
- While a significant level of new housing will be constructed in the south and eastern portions of the County, there will be continued infill and redevelopment in the northern and central regions.
- Significant commercial and industrial development will occur along major transportation arteries throughout the period of these projections.
- A noticeable and continuing trend toward higher density housing has been observed, and is expected to continue into the future.
- **Demographics**

- The State Department of Finance's (DOF) "Population Projections by Race/Ethnicity for California State and its Counties 1990-2040," SCAG's Regional Comprehensive Plan and Guide, and OCP 2000 countywide population projections are all consistent.
- The population of California will continue to grow to approximately 40 million by the year 2005, while the seven-county SCAG region will reach 22.6 million by 2005.
- The fertility rate will decline over the projection period and will reach mid-1980 levels by 2020.
- The crude death rate will increase throughout the period of these projections as the population ages while survival rates will increase slightly.
- International migration will account for a major portion of net migration, including undocumented immigration to the extent that it continues.

Public Services and Facilities

Implementation by individual jurisdictions of Measure M's Growth Management requirements are not expected to significantly impede development over an extended period of time. Between the 1980 and 1990 Census, the County's population increased 25 percent.



- Pursuant to the Defense Base Closure and Realignment Act of 1990 and subsequent congressional action, both the El Toro Marine Corps Air Station ("El Toro") and the Tustin Helicopter Facility have been closed The Seal Beach Naval Weapons Station and Los Alamitos Reserve Air Station are expected to remain in government ownership and use.
- John Wayne Airport will remain the principal airport in the County. It is recognized that growth in passenger and cargo demands for airs service is expected to continue as the region's population and employment base grows. Expansion and development plans are underway at LAX, Ontario, Palmdale, March, San Bernardino International, and Southern California Logistics Airports. Future capacity enhancements at these facilities will contribute to satisfying the region's capacity needs: Development opportunities should be explored at

- these facilities where such uses are compatible with other regional needs and where potential exists for future airport development which can be connected by ground transportation systems to meet the region's needs.
- The Master Plan of Arterial Highways, the Regional Mobility Plan, and the Regional Transportation
 Implementation Plan will be implemented through such mechanisms as developer dedications, road fee programs, growth management plans, phasing plans, and local, state and federal highway funding.
- Three active sanitary landfills are located within Orange County: Olinda (North County), Prima Deshecha (South County), and Frank R.

 Bowerman (Central County). Coyote Canyon landfill was closed in 1988, and Santiago Canyon in the year 2001. The Frank R. Bowerman landfill will serve as a replacement for both Coyote

- Canyon and Santiago Canyon landfills.
- Through a variety of conservation measures, and continued development of water retention facilities, there will be an adequate supply of water necessary to sustain continued residential, commercial, and industrial development.

Economics

- OCP-2000, State Employment
 Development Department, and
 SCAG's Regional Comprehensive
 Plan and Guide are all consistent.
- There will be no prolonged national or regional depression but there may be recurring recessions.
- Implementation of the Air Quality
 Management Plan may impact the mix
 and location of employment uses in the
 South Coast Air Basin, but will
 probably not significantly affect total
 employment growth.
- There will be a continued market of homebuyers of an appropriate income range to sustain demand for housing in Orange County.
- There will be a growing market of renters to sustain an increase in the demand for rental housing units in Orange County.
- The labor force participation rate for the County will increase throughout the period of these projections.
- Since the year 2000, the job growth

- rate is consistent with the national rate.
- Most of the projected growth in jobs in Orange County will be in industries whose principle output is a variety of service activities with moderate growth in the production sectors.
- The proportion of self and home-based employment to total employment will increase throughout the period of these projections.
- The County will remain a major employment center throughout the projection period.
- The labor force participation rate for the County will remain above the regional level throughout the period of these projections.
- The County will continue to import labor from the Inland Empire and the Northern San Diego County throughout the period of these projections.
- Median income in the County will continue to be above that of the state and the nation. However, low-income households, countywide, will grow at a rate faster than middle and upper income households.
- The production of affordable housing will be sufficient to be consistent with state housing law.

Child Care

• The Orange County child population

The County's
economic
center around
the John
Wayne Airport
has more
office space
than
downtown San
Francisco and
stands as
California's
third largest
office district.

- will increase 13 percent between 1995 and 2020.
- Provision of childcare centers will continue to be a joint effort between private firms and federal, state, and local agencies.
- Development of childcare centers will be influenced by availability of the following: 1) start-up capital; 2) low cost land; 3) affordable new facilities or adequate leasable space; and 4) affordable liability insurance.

Recycling/Source Reduction

- The California Integrated Waste
 Management Act of 1989 (AB 939)
 requires that, by the year 2000, each
 city and county reduce by at least 50%
 the waste going into landfills
 (compared to their 1990 landfill
 disposals).
- The locations of the five privately owned material recovery facilities are limited primarily to the north and central Orange County region.
- Source reduction, also known as waste prevention, will remain the highest priority in the Orange County solid waste management system.

Since 1990, in Orange County, there has been over a 50% increase in voters with Spanish surnames.

Center for Demographic Research, CSUF