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County of Orange Proposed General Plan Amendment GPA 12-01

- Draft Housing Element Update 2013
- Disadvantaged Unincorporated Communities (Land Use Element)
- > Flood Risk Management Policies (Land Use and Safety Elements)
- Watershed Protection Policies (Growth Management, Land Use, and Resources Elements)

County of Orange Proposed General Plan Amendment GPA 12-01 - Revisions

Housing Element					
Section	Issue	Page(s) Changed	Comments		
Sec. 1 - Introduction	Clerical revisions	X-1 to X-4	Reflects new 2013-2021 timeframe		
Sec. 2 - Community Profile & Needs Assessment	Population & housing needs	X-5 to X-62	Updated demographic data		
Sec. 3 - Constraints	Potential constraints to housing development	X-63 to X-100	Housing regulations, procedures, fees		
Sec. 4 - Resources & Opportunities	Resources for housing development	X-101 to X-119	Land, financial, administrative resources; energy conservation		
Sec. 5 - Housing Action Plan	Goals, policies, strategies for 2013-2021	X-121 to X-153	Revised to reflect current circumstances		
Appendix A - Evaluation of the Previous Element	Analysis of accomplishments during 2008-2013	Appendix A	Updated to reflect accomplishments		
Appendix B - Land Inventory	Identification of sites for housing development	Appendix B	Updated to reflect current inventory of residential sites		
Appendix C - Public Participation	Description of public participation process	Appendix C	Updated to reflect the 2013 public participation process		
	Disadvantaged Unincorporate	ed Communities			
Element	Issue	Page(s) Changed	Comments		
Land Use	Identify and describe any disadvantaged unincorporated communities, if applicable.	Pages III-4, III-5	Proposed language outlines SB 244 requirements; two DUCs identified within Orange County - one in the City of Anaheim SOI and one in the City of Stanton SOI; County not required to provide additional analysis in its LUE.		
	Flood Risk Manage	mont			
Element	Issue	Page(s) Changed	Comments		
Land Use	Identify areas subject to flooding, as identified by FEMA and DWR.	Page III-3	Proposed language specifies flood maps are according to FEMA and DWR.		
Land Use	Annually review areas subject to flooding.	Page III-43	Proposed language specifies annual FEMA/DWR review of flood maps, if available.		

County of Orange Proposed General Plan Amendment GPA 12-01 - Revisions

Land Use	Identify existing and planned development in flood hazard zones, including structures, roads, utilities, and essential public services.	Page III-5	Flood Hazard Map is being updated to meet new requirements.
Resources	Identify rivers, creeks, flood corridors, riparian habitats and land that may accommodate floodwater for groundwater recharge and stormwater management.	N/A	Addressed in current Resources Element (Pages IV -48 through IV-50).
Safety	Identify flood hazard zones.	N/A	Addressed in current Safety Element (Pages IX-72, IX-73)
Safety	Reference National Flood Insurance Maps published by FEMA.	N/A	Addressed in current Safety Element (Pages IX-72, IX-73)
Safety	Reference flood hazard information available from the Army Corps of Engineers.	Page IX-75	Proposed language added to Policy 8.
Safety	Reference dam failure innudation maps prepared available from OES.	Page IX-75	Proposed language added to Policy 8.
Safety	Reference Floodplain Mapping Program maps and 200-year floodpain maps that may be available from DWR.	Page IX-75	Proposed language added to Policy 8.
Safety	Reference maps of levee protection zones.	N/A	Not applicable to Orange County.
Safety	Reference areas subject to inundation in the event of the failure of project or nonproject levees or floodwalls.	N/A	Not applicable to Orange County.
Safety	Reference historical data on flooding.	N/A	Addressed in current Safety Element, Pages IX-59 through IX-65).
Safety	Identify local, state and federal agencies with responsibility for flood protection, including special districts and local offices of emergency services.	N/A	Addressed in current Safety Element (Pages IX-69 - IX-73), and Intergovernmental Implementation Program (Pages IX-75, IX-76).
Safety	Establish goal/policy to minimize risk to new development.	N/A	Addressed in current Safety Element, Objective 1.3
Safety	Establish goal/policy to evaluate whether new development is in flood zone and construction methods to minimize damage.	N/A	Addressed in current Safety Element, Objective 1.3 (Page IX-74) and Objective 12 (Page IX-75).

County of Orange Proposed General Plan Amendment GPA 12-01 - Revisions

	Establish goal/policy to maintain		
Safety	structural/operation integrity of essential	Page IX-74	Proposed language amends Objective 1.3.
	public facilities during flooding.		
	Establish goal/policy for locating essential		
	public facilities, when feasible, outside flood	Page IX-74	Proposed language adds new Objective 1.4.
	zones.		
Safety	Establish cooperative working relationships		Addressed in current Safety Element (Pages IX-7
	with public agencies responsible for flood	N/A	through IX-9) and in Goal 1: Objective 2, Page IX-
	protection.		74.
Safety	Establish set of feasible implementation		
	measures designed to carry out the goals,	N/A	Addressed in existing Safety Element.
	policies, and objectives established above.		
	Watershed Prote	ction	
Element	Issue	Page(s) Changed	Comments
Land Use	Flood Hazards, Urban and Storm Runoff	Page III-3,	Approved by County staff.
	Regulations	Pages III-36-39	
Resources (Chapter VI - Resources 1)	Water Quality	Page VI-3	Approved by County staff.
Resources (Chapter VI - Resources 2)	Water Quality	Page VI-56	Approved by County staff.
Resources (Chapter VI - Resources 3)	Water Quality, Intergovernmental	Pages VI 58-59	Approved by County staff.
	Coordination		
Growth Management	Buffer Zones	Page XI-10	Approved by County staff.

III. LAND USE ELEMENT



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OVERVIEW

The Land Use Element (LUE), one of nine elements of the restructured General Plan, contains official County policies on the location and character of land uses necessary for orderly growth and development. All elements have the same horizon year (2025) and growth assumptions to ensure internal consistency. The LUE identifies policies and programs in other County General Plan elements that affect land use and provide guidance for future land use planning studies for the unincorporated portion of the County.

The LUE is arranged as follows:

- Purpose of the Element
- Relationship to Other Elements
- Planning Constraints & Deficiencies
- Land Use Categories
- Building Intensity/Population Density Standards
- Existing Conditions
- Objectives & Policies
- Implementation Programs

1 of 5

Proposed Disadvantaged Unincorporated Communities Information Element Excerpt

CHAPTER III. LAND USE ELEMENT

"It's a theme park- a 786 square mile theme park-and the theme is 'you can have anything you want.' It's the California of all Californias. The most like the dream. Orange County is **Tomorrowland** and Frontierland, merged and

inseparable."

1980 Travel Guide Description of

Orange County

PURPOSE OF THE ELEMENT

The Land Use Element describes objectives, policies, and land use patterns for all unincorporated territory in both narrative and graphic terms and establishes development criteria and standards, including population density and building intensity.

Land use categories are used to depict the general distribution, location, and extent of public and private uses of land. In accomplishing this primary purpose, the Land Use Element fulfills the requirements of Section 65302(a) of the California Government Code, which establishes it as a mandated element of the General Plan.

Through a combination of objectives, policies, and programs, the Land Use Element has two additional purposes. First, many of the goals of the General Plan can be achieved through the application of land use policies. These land use policies provide a basis for the evaluation of physical development and growth trends in order to achieve the General Plan goals. Second, these policies determine land use capacities and the appropriate level of public services and infrastructure necessary to support these capacities.

RELATIONSHIP TO OTHER ELEMENTS

State law requires the Land Use Element to

achieve internal consistency with all elements of the General Plan. Although the Land Use Element provides the basis for land use decisions, it does not replace or supersede any of the other General Plan elements. Instead, the Land Use Element complements the other elements by incorporating and implementing their land use concerns and recommendations.

The Land Use Element supports the Resources Element's open space and natural resource plans through the designation of an Open Space land use category and an Open Space Reserve land use overlay. The Transportation, Recreation, Safety, and Housing elements are implemented by incorporating their land use recommendations into policies and programs.

The Land Use Element is also consistent with the Noise Element in that the land use plan reflects noise level concerns.

Therefore, the Land Use Element, at the time of its adoption, is the most current expression of County land use policy and is internally consistent with the other General Plan elements.

PLANNING CONSTRAINTS & DEFICIENCIES

This section identifies existing and potential constraints upon achievement of the objectives and policies identified above and in the following chapters. While these constraints do not constitute absolute barriers, they may inhibit the timely

achievement of the objectives.

These constraints have been categorized below into four categories: environmental, fiscal, economic and market constraints, and governmental constraints.

Environmental Constraints

Five major environmental conditions constrain development in Orange County: noise, floods, fires, geologic/seismic hazards, and natural and cultural resources. More detailed discussion of these constraints are found in the Noise, Safety, and Resources Elements (Chapters VIII, IX, and VI respectively).

NOISE

The major sources of significant noise in Orange County are aircraft and highway vehicles. While both can usually be mitigated to acceptable levels indoors, aircraft noise cannot be mitigated outdoors because of its overhead source. State law and County policy prohibit residential development and similar noise sensitive uses in high-noise (+65 CNEL) areas near John Wayne Airport.

Noise in nonresidential developments must be attenuated to protect users in these areas. Near major streets and highways, noise must also be attenuated. Thus, high-noise conditions may preclude certain uses in some areas and may increase development costs. CNEL noise contour maps and more detailed

information related to noise are found in Chapter VIII, the Noise Element.

FLOOD HAZARDS

Portions of Orange County are located in floodplain areas of varying degrees of risk. Figure III-1a identifies areas subject to 100- and 500-year flooding as identified by the Federal Emergency Management Agency (FEMA) and the California Department of Water Resources (DWR). In many cases, development can occur in these areas through proper site planning, but costs may be high. There are, however, some areas where development is precluded because of extreme flood potential. In all development scenarios, water quality and watershed protection principles must also be considered in the site planning and stormwater facility design process.

"Learn from the past. Look to the future. Live in the present."

FIRE HAZARDS

The foothill areas of Orange County are considered high to very high fire hazard areas. Future development in these areas must minimize potential fire hazards and adequate fire protection must be maintained. Both these actions may raise development costs but will not preclude development. Figure III-1b depicts the location of these fire hazard areas.

GEOLOGIC/SEISMIC HAZARDS

Potential slope and seismic hazards constrain development in certain parts of the County. While both conditions

Proposed Disadvantaged Unincorporated Communities Information Element Excerpt

CHAPTER III. LAND USE ELEMENT

seldom preclude development, they may increase the cost of construction.

Figure III-1c identifies areas subject to seismic hazards. Chapter IX, the Safety Element, further explores these hazards as well as other non-seismic hazards.

NATURAL & CULTURAL RESOURCES

The presence of natural or cultural resources on vacant land may influence its future use. For example, critical habitat areas or archaeological sites may require preservation or sensitive planning. Such conditions may preclude development or increase the cost of construction. For further information related to natural and cultural resources, please refer to the Chapter VI, the Resources Element.

Orange
County
General
Fund
receives the
lowest share
of property
tax in the
entire State

of California.

Fiscal Constraints and Deficiencies

Based on data from the County's

Development Monitoring Program, revenues
from new development often do not fully
offset the cost of public services needed to
serve that development.

PUBLIC SERVICES

The loss of revenue resulting from
Proposition 13 coupled with rising costs
due to growth and inflation will continue
to burden public service providers. If
current trends continue, public service
levels will deteriorate and new
development may be delayed or
precluded.

INCREASED DEVELOPMENT FEES AND REQUIREMENTS

Increased fees on new developments and the shift of responsibility for infrastructure provision to developers will increase construction costs and may reduce levels of production.

INFRASTRUCTURE ADEQUACY

While infrastructure imbalances have been reduced in recent years through development phasing the use of public facility development agreements and other mechanisms, infrastructure shortfalls do exist and may impede the fulfillment of the objectives.

<u>UNINCORPORATED</u> DISADVANTAGED COMMUNITIES

Senate Bill 244, signed by Governor
Brown on October 7, 2011, requires
cities and counties to address the
infrastructure needs of "disadvantaged
unincorporated communities" in city and
county general plans and in municipal
service reviews prepared by Local
Agency Formation Commissions. A
disadvantaged unincorporated
community is defined as a "fringe,"
"island" or "legacy" community with 12
or more registered voters in which the
median household income is less than 80
percent of the statewide median.

("Fringe community" means any

III-4 4 of 5

Proposed Disadvantaged Unincorporated Communities Information Element Excerpt

CHAPTER III. LAND USE ELEMENT

inhabited and unincorporated territory
that is within a city's sphere of influence.
"Island community" means any inhabited
and unincorporated territory that is
surrounded or substantially surrounded
by one or more cities or by one or more
cities and a county boundary or the
Pacific Ocean. "Legacy community"
means a geographically isolated
community that is inhabited and has
existed for at least 50 years.)

The law (GC Section 65302.10(a)) requires that on or before the adoption of its housing element, each city must identify and describe in its Land Use Element each "island community" or "fringe community" that exist within the city's sphere of influence that is a disadvantaged unincorporated community. (A city's sphere of influence boundary is determined by the **Local Agency Formation Commission and** defines the logical, long-term service area for that agency.) Cities are required to include an analysis of water, wastewater, storm water drainage and structural fire protection needs or deficiencies for each of the identified communities in the land use element. In addition, cities must include an analysis in the Land Use Element of potential funding mechanisms that could make the extension of services and facilities to identified communities financially feasible (GC Section 65302.10(a)).

County Land Use Elements are required to

identify and describe each "legacy community" within the boundaries of the county that is a disadvantaged unincorporated community, but not including any areas with the sphere of influence of a city (GC Section 65302.10(a)).

In December 2011, the Orange County **Local Agency Formation Commission** (LAFCO), in cooperation with the Center for Demographic Research at California State University, Fullerton, reviewed recent Census data and identified two disadvantaged unincorporated island communities within Orange County: (1) the Southwest Anaheim Island located within the City of Anaheim sphere of influence, and (2) the Katella/Rustic Island located with the City of Stanton sphere of influence. The City of Anaheim and the City of Stanton will each be required to include an analysis of the infrastructure needs/deficiencies and potential funding opportunities to extend infrastructure upgrades to these areas, if needed, in their respective general plan land use elements.

No disadvantaged unincorporated "legacy communities" were identified within Orange County. The County is not required to include additional analysis in its Land Use Element (as provided in SB 244) if these communities are not present.

Economic and Market Constraints

5 of 5

CHAPTER III. LAND USE ELEMENT

achievement of the objectives.

These constraints have been categorized below into four categories: environmental, fiscal, economic and market constraints, and governmental constraints.

Environmental Constraints

Five major environmental conditions constrain development in Orange County: noise, floods, fires, geologic/seismic hazards, and natural and cultural resources. More detailed discussion of these constraints are found in the Noise, Safety, and Resources Elements (Chapters VIII, IX, and VI respectively).

NOISE

The major sources of significant noise in Orange County are aircraft and highway vehicles. While both can usually be mitigated to acceptable levels indoors, aircraft noise cannot be mitigated outdoors because of its overhead source. State law and County policy prohibit residential development and similar noise sensitive uses in high-noise (+65 CNEL) areas near John Wayne Airport.

Noise in nonresidential developments must be attenuated to protect users in these areas. Near major streets and highways, noise must also be attenuated. Thus, high-noise conditions may preclude certain uses in some areas and may increase development costs. CNEL noise contour maps and more detailed

information related to noise are found in Chapter VIII, the Noise Element.

FLOOD HAZARDS

Portions of Orange County are located in floodplain areas of varying degrees of risk. Figure III-1a identifies areas subject to 100- and 500-year flooding as identified by the Federal Emergency Management Agency (FEMA) and the California Department of Water Resources (DWR). In many cases, development can occur in these areas through proper site planning, but costs may be high. There are, however, some areas where development is precluded because of extreme flood potential. In all development scenarios, water quality and watershed protection principles must also be considered in the site planning and stormwater facility design process.

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FIRE HAZARDS

The foothill areas of Orange County are considered high to very high fire hazard areas. Future development in these areas must minimize potential fire hazards and adequate fire protection must be maintained. Both these actions may raise development costs but will not preclude development. Figure III-1b depicts the location of these fire hazard areas.

GEOLOGIC/SEISMIC HAZARDS

Potential slope and seismic hazards constrain development in certain parts of the County. While both conditions

1 of 6

CHAPTER III. LAND USE ELEMENT

5. NATURAL COMMUNITIES CONSERVATION PLANNING PROGRAM (NCCP)

Policy Mandate: Enhancement of the Environment Policy.

Program Implementation Schedule:

On-going Program

Responsible Agency: RDMD,

Planning and Development Services.

Discussion:

The NCCP established a 38,000-acre habitat reserve system (Central-Coastal Sub-region) for native habitats found in Orange County, including coastal sage scrub, chaparral, grassland, riparian, woodland, and forest. The focus of the Program is to protect "target" species: the California gnatcatcher, coastal cactus wren and orange-throated whiptail lizard. Work continues on development of a habitat reserve system for the County's Southern Sub-region.

Necessary Action:

None is necessary at this time. NCCP is an existing RDMD responsibility.

6. ANNUAL LAND USE ELEMENT REVIEW

Policy Mandate:

Creative Design Concepts Policy; Employment Centers/Transportation Access Policy.

Program Implementation Schedule:

On-going program.

Responsible Agency: RDMD,

Planning and Development Services

Discussion:

This program provides a review of the policies, land use categories, and programs of the Land Use Element on an annual basis to make modifications in light of the previous year's experience and to facilitate innovative planning concepts.

Necessary Action:

Identify minor or major changes to the Land Use Element that will rectify inequities, clarify ambiguities, speed processing and otherwise refine and improve the element on an annual basis.

Review areas subject to flooding to ensure consistency between flood-related maps in the Land Use Element and current FEMA and DWR flood maps. Revisions to flood-related maps in the Land Use Element will be completed as necessary.

7. CHILDCARE IMPROVEMENT PROGRAM

Policy Mandate: Childcare Improvement Policy.

Program Implementation Schedule:

On-going, upon adoption of Childcare Improvement Policy.

2 of 6 III-43

CHAPTER IX. SAFETY ELEMENT



one City Engineer from each Supervisorial District appointed by the Orange County Division, League of California Cities and Manager, RDMD/Public Works Division.

Project proposals from all-sources are analyzed by Flood Control District staff and submitted to CEFCAC to prioritize construction and studies. The recommendations are utilized by RDMD in preparing the annual Flood Control District budget request.

Flood Control District revenue is obtained mainly from property taxes. Under the provisions of Section 97 and 98 of the Revenue and Taxation Code, the amount of Flood Control District revenue derived from property taxes is based on the average percentage received during the three years prior to the passage of Proposition 13, plus a proportionate share of the subsequent tax base growth. Subsequent to the passage of Proposition 13, State Special

District augmentation funds have also been received.

Orange County Floodplain Management:

Floodplain management is a key component to effective flood control within Orange County. The Federal **Emergency Management Agency** delineates through official maps, Flood Insurance Rate Map (F.I.R.M) and Flood Boundary and Floodway Map, areas of special flood hazard, the risk premium zones, and floodways applicable to a community. These maps form the basis for Orange County's flood plain management program implemented through zoning regulations. These zoning regulations (Section 7-9-113 of the Orange County Zoning Code) are intended to be applied to those areas which are subject to periodic flooding and accompanying hazards.

Three levels of floodplain protection are

IX-72 3 of 6

CHAPTER IX. SAFETY ELEMENT

identified. The FP-1 designation is applied to the "floodway," the channel of a river or other watercourse and that part of the floodplain reasonably required to safely discharge the base floods as shown on the federal Flood Boundary and Floodway Maps or areas the County has identified as a floodway. The FP-1 designation permits private flood control facilities, general open space uses and public/private utility structures.

The FP-2 designation is applied to areas identified on Federal Flood Insurance Rate Maps or areas identified by the County to be within a special flood hazard area. Development is permitted within FP-2 areas in compliance with specific development standards, including construction and design elements that minimize flood damage, and raising the lowest floor of a building including a basement or cellar one foot above the flood level.

The FP-3 designation is applied to areas shown on the Flood Insurance Rate Maps or designated by the County to be susceptible to coastal flooding by the "Coastal Flood Plain Development Study." Development is permitted within the FP-3 areas subject to satisfaction of design criteria contained in the "Coastal Flood Plain Development Study."

The purposes of floodplain zoning regulations as applied by the County

include prevention of loss of life and property and to minimize economic loss caused by flood flows; establishment of criteria for land management and land use in flood-prone areas that are consistent with the criteria promulgated by the Federal Insurance Administration for the purpose of providing flood insurance eligibility for property owners; regulation and control of use of land below the elevation of the design flood flow within the floodplain; and compliance with the Cobey-Alquist Floodplain Management Act requirements for floodplain management regulations.

Adherence to the Act's provisions entitles a local jurisdiction to receive state financial assistance for flood control project rights-of-way costs.

Local Drainage Program:

Storm drains are normally smaller facilities or underground pipes which collect drainage from local streets. In new developments, local drainage facilities are constructed by developers in accordance with master plans of drainage. However, in many older parts of Orange County, local systems were not built due to lack of major systems to accept their discharge. Limited funding from the County General Fund or the Road Fund is used to implement local storm drains.

Future Prospects

The implementation of the Santa Ana River Main Stem Federal Project and other Santa

Flood safety precautions:

- 1) Do not walk through flowing water;
- 2) Do not drive through a flooded area;
- 3) Stay away from power lines and electrical wires;
- 4) Turn off your electricity when you return home:
- 5) Look before you step;
- 6) Be alert for gas leaks;
- 7) Carbon monoxide exhaust kills;
- 8) Clean everything that got wet; and
- Take good care of yourself.

American Red Cross

4 of 6 IX-73

CHAPTER IX. SAFETY ELEMENT

Ana River improvements along with regional and local flood control facilities should provide Orange County with appropriate flood protection safeguards. Construction of the project began in 1992 and is anticipated to be completed by 2005.

"The American Red Cross helped 251 people from 111 different families [in Orange County] during the [El Nino] storm season at a cost of \$87,895."

American Red Cross

GOALS, OBJECTIVES AND POLICIES: Flood Hazards

The goals and objectives of this section are in addition to the general Natural Hazards Component Goals and Objectives described in the beginning of the Natural Hazards Component. Together, these provide a strategy for addressing and mitigating potential flood hazards.

Goals and Objectives

Goal 1

Provide effective and efficient flood protection throughout Orange County.

Objective

- 1.1 To implement the improvements for the Santa Ana River Mainstem Project.
- 1.2 To develop and enhance intergovernmental relations for flood protection programs in Orange County.
- 1.3 To implement flood control facilities which protect both existing and proposed

development, including the structural and operational integrity of essential facilities during flooding.

essential public facilities outside of flood hazard zones, including hospitals and health care facilities, emergency shelters, fire stations, emergency command centers, and emergency communications facilities or identify construction methods or other methods to minimize damage if thee facilities are located in flood hazard zones.

Policies

- To phase improvements to Flood Control District facilities consistent with funding capabilities:
 - a) Implement them within the time frame of the Santa Ana River Main stem Project for equivalent capacities;
 - Provide as a goal 100-year flood protection for residences and other non-flood-proof structures; and
 - c) Complete links in the system that have not been provided by new development.
- To encourage and promote coordination between regional/local flood control agencies and the State/Federal agencies for optimum flood prevention programs

IX-74 5 of 6

CHAPTER IX. SAFETY ELEMENT

and protection devices.

- To regulate development of major watercourses and floodplains through application of appropriate land use measures.
- 4. To identify areas subject to inundation due to base flood runoff.
- 5 To identify areas subject to inundation due to dam failure.
- To limit erosion and sediment transport from development areas to bays and harbors.
- To permit reasonable movement of sediment to the open ocean for beach sand replenishment through remedial measures.
- 8. To provide technical and policy information regarding flood hazards, including but not limited to, flood hazard information from the Army Corps of Engineers, dam failure inundation maps available from the Office of Emergency Services (OES), and Floodplain Mapping Program maps and 200-year floodplain maps from the Department of Water Resources (DWR), to developers, interested parties, and the general public.
- To disseminate information regarding hazards and mitigating measures through all available media.

- 10. To monitor and evaluate studies of the use of non-structural alternatives, including more compatible land use planning adjacent to watercourses for flood control purposes.
- To provide guidance during and after flood disasters and promote interagency assistance for persons affected.
- To create design criteria which minimizes or mitigates impacts associated with crossing of flood plains by development , including essential public facilities.
- To appropriate funds for the Santa Ana River Mainstem Project and expedite construction.

IMPLEMENTATION PROGRAMS: Flood Hazards

1. INTERGOVERNMENTAL COORDINATION

Action:

Continue to develop intergovernmental relations toward achieving flood protection goals and objectives.

Discussion:

The Orange County Flood Control
District (OCFCD) currently cooperates
with various levels of government
including federal, state and local
agencies. For instance, local projects
are analyzed and prioritized by various

6 of 6 IX-75

CHAPTER VI. RESOURCES ELEMENT

VI. RESOURCES ELEMENT



CA/KB

OVERVIEW

The Resources Element, one of nine elements of the General Plan, contains official County policies on the conservation and management of resources.

The Resources Element is comprised of six components:

- Natural Resources
- Energy Resources
- Water Resources
- Air Resources

- Open Space
- Cultural-Historical

For each resource component, specific goals, objectives and policies are identified. In addition, each component includes implementation programs to address identified constraints.

PURPOSE OF THE ELEMENT

The Resources Element sets forth a comprehensive strategy for the development,

1 of 26 VI-1

CHAPTER VI.RESOURCES ELEMENT

management, preservation, and conservation of resources that are necessary to meet Orange County's existing and future demands. This strategy is expressed as an integrated framework of resource goals, policies, and programs.

The goals of the Element are consistent with state requirements and are primarily based on quantified objectives, an assessment of resource needs, and identification of problems impeding the development, management, preservation, or conservation of County resources.

The policies and programs of the Resources Element form an effective implementation plan to meet the established goals.

Consequently, the Resources Element serves to guide and direct local government decision-making in resource-related matters and also facilitates coordination with regional, state, and federal resource policies and programs.

As the County continues to grow, the pressure on local resources will increase. Urbanization affects agriculture, parkland, wildlife habitat and natural vegetation most directly, since these resources often compete with development for the same land. All resources will experience increasing demand as the urbanized area expands, but the methods employed to meet these demands will vary.

For example, an adequate supply of land resources for parks already exists in the unincorporated areas, but it is necessary that affirmative steps be taken to set aside parks and recreation areas during the planning and development review process.

The demand for some other resources, such as energy and water, cannot be met entirely within the borders of Orange County. The County must ultimately depend on other agencies for the provision of an adequate supply of these resources.

One of the major purposes of the Resources Element is to provide a clear statement of County policy so that timely steps can be taken to ensure that an adequate supply of all necessary resources will be available to meet the County's growth needs.

CONSTRAINTS AND OPPORTUNITIES

The following identifies existing and potential constraints to and opportunities for satisfying the projected resource demands for Orange County. While these constraints do not always represent absolute barriers, they may inhibit the timely achievement of key resource supply or conservation objectives. These constraints and opportunities have been categorized below into four categories: environmental, governmental, economic and market, and legal.

Constraints

• Environmental Constraints

AIR QUALITY

"Come forth into the light of things, let nature be your teacher."

William Wordsworth

CHAPTER VI. RESOURCES ELEMENT

One of the most confining of all constraints to meeting future resource demands are the statutory requirements protecting air quality and minimizing the impact of air pollution on human health. In Southern California, the local air quality district adds more stringent limitations because of the regional topography and meteorology which intensify pollution problems. Air quality standards limit the choice of energy sources for power plants and other energy production activities. The use of coal, for example, for power generation is virtually eliminated by air quality standards.

LOCAL WATER AVAILABILITY

Water supply has always been a critical issue for Southern California, with local sources of water providing less than half of the area's water needs. Existing water supply limitations and the anticipated loss of imported water from other regions (e.g., Colorado River entitlement) may constrain the production and utilization (e.g., petroleum and mineral extraction) of other resources.

WATER QUALITY

In the Orange County region, the protection of water quality is a major concern. The need to maintain safe water quality may constrain the development of energy resources, from methane (landfills) and geothermal

sources. At a minimum, water quality concerns will need to be considered during the process of developing these resources and water intensive resources such as agriculture.

Development of land and the increase in population density has also created new sources of non-stormwater discharges and pollutants in stormwater discharges. The San Diego and Santa Ana Regional Water Quality Control Boards require that water quality and watershed protection principles are considered as part of land use planning and development review.

AVAILABILITY OF LOCAL RESOURCES

The limited availability of local resources is the basis for many resource planning activities contained in the components. This condition must be considered as a constraint for the County. Aside from its diminishing supply of petroleum resources, the County lacks enough other natural resources such as water to meet its own needs. The direct implications of this deficiency of resources is that the County has become more dependent on imported resources and, as a consequence, is increasingly vulnerable to actions and policies which it cannot directly influence (e.g., imported oil supply allocations).

Governmental Constraints

"The public must learn how to cherish the nobler and rarer plants."

Margaret Fuller

3 of 26 VI-3

CHAPTER VI. RESOURCES ELEMENT

Water Resources Management WATER SUPPLY

MWD distributes imported water resources from the State Water Project and the Colorado River to its member agencies in Orange County. These local agencies then utilize the imported resources to augment their local resource supplies In general, the southern and northeastern portions of the county are dependent on imported water supplies while the central portion of the county is served primarily by the groundwater basin. Chart VI-2 depicts the Groundwater Basin and its operational history.

In addition to MWD, key agencies involved in the supply and distribution of water are the Municipal Water District of Orange County and Coastal Municipal Water District, which wholesales imported water to many local retail agencies and the Orange County Water District (OCWD), the groundwater management agency for the County's primary groundwater basin.

The Municipal Water District of Orange County (MWDOC) represents most Orange County water providers in matters with the Metropolitan Water District (MWD) for imported water allocations. The MWDOC staff also maintains watch over issues of water quality, conservation, and legislation.

The OCWD, like most water districts, is a Special District and functions as an independent agency in the County. The facilities of the Orange County Flood Control District and the U.S. Corps of Engineers, although intended primarily for flood control, also assist to conserve stormwater run-off for replenishment of the County's groundwater basin.

In addition to the District's mission to ensure the quantity of water in the Basin, the OCWD also utilizes reverse-osmosis membrane treatment and injection process to create a hydraulic barrier so that saltwater does not enter and contaminate the Basin Seasonal water storage at Prado Dam conserves high quality storm flows for recharging the groundwater basin. The U.S. Army Corps of Engineers works with OCWD to implement this program and offers improved water quality, energy savings from reduced importation of water, and greater insurance against shortages.

Water Quality

An important consideration in the management of both the local and imported water resources described above is water quality. Water quality is defined in terms of the physical, chemical, and biological properties of water pertinent to the use under consideration.

The groundwater quality in the Orange County Basin has been deteriorating over the years due to the infiltration of chemicals and salts from agricultural operations, saltwater intrusion, land outfalls, the poor quality water flowing into the county via the Santa Ana River and the poor quality of Colorado River water use to recharge the

Installation of aerators in faucets, use of high pressure showers and ultra low flush toilets can save your family 70,000 gallons of water yearly. This translates to a savings of about \$150.00 a year on your water bill.

4 of 26 VI-53

CHAPTER VI. RESOURCES ELEMENT

groundwater

VI-54 5 of 26

CHAPTER VI. RESOURCES ELEMENT

Chart VI-2

6 of 26 VI-55

CHAPTER VI. RESOURCES ELEMENT

basin. Colorado River water, with more than 700 parts per million of total dissolved solids (TDS), is also delivered directly to both urban and agricultural users. This issue is most prevalent in the South County area which is very dependent on imported water.

With respect to imported water supplies, an important fact is that the U.S. Public Health Standard of 500 ppm TDS for drinking water is exceeded by the imported Colorado River water. While blending of groundwater and imported water has helped somewhat, substantial portions of the County groundwater basin have in excess of 600 ppm TDS.

The importation of SWP water which has 230 ppm TDS for groundwater recharge and direct delivery has improved the water quality situation somewhat but increasing demands on the SWP as well as drought may limit future availability. To reduce the TDS, a number of de-nitrification plants have been put into operation, and two groundwater desalters are in advanced design.

During the 1960s, the State legislature recognized the interrelatedness of water supply and water quality and assigned responsibility for both water rights and water quality control to a single agency, the State Water Resources Control Board, and its nine regional boards. Additionally, federal laws relating to water quality and federal water projects affect Orange County's water resources.

The water pollution control program in

California has been conducted through regional water quality control boards for 30 years. In 1967, the State Water Rights Board and Water Pollution Control Board were merged into the State Water Resources Control Board (SWRCB). Two years later, the enactment of the Porter-Cologne Water Quality Control Act greatly strengthened the powers of the SWRCB and provided a strong legal framework for a State program of water pollution control. The Porter-Cologne Water Quality Control Act, administered in the County through the Santa Ana and San Diego Regional Water Quality Control Boards, establishes and enforces wastewater discharge requirements.

The County Health Care Agency enforces the State health standards for swimming and related water contact sports and other water-oriented activities. The Orange County Water District (OCWD) and the Municipal Water District of Orange County are both concerned with the quality of imported water.

Water quality monitoring is performed by several agencies including the State Water Resources Control Board, the Regional Water Control Board - Santa Ana Region, the Department of Health Services, and Orange County.

As a result of the 1987 Amendments (Water Quality Act) to the Clean Water Act of 1972, the Environmental Protection Agency developed a plan to monitor and control non-point source pollution.

CHAPTER VI. RESOURCES ELEMENT

This plan, which is administered at the local level by the Regional Water Quality Control Boards, requires operators of municipal stormdrain systems to obtain stormwater and urban runoff permits. The requirements of the permit include water quality monitoring and the development/ implementation/ monitoring of the effectiveness of Best Management Practices (BMP's) to reduce the contamination of receiving waters from stormwater runoff. As a result of the 1987 Amendments (Water Quality Act) to the Clean Water Act of 1972, the Environmental Protection Agency established the Natural Pollutant Discharge Elimination System (NPDES) to monitor and control non-point source pollution.

The NPDES program, which is administered at the local level by the Regional Water Quality Control Boards, requires operators of-municipal storm drain systems municipal separate storm sewer systems (MS4s) to obtain storm water and urban runoff permits. permits to discharge. NPDES permits include requirements to effectively prohibit non-stormwater discharges into MS4s and to require controls to reduce the discharge of pollutants in stormwater to the maximum extent practicable. NPDES permits identify specific monitoring and reporting requirements, including the implementation of pollution prevention, source control, and treatment control Best Management Practices (BMPs) The requirements of the program include water quality monitoring and the development, implementation and monitoring of the effectiveness of Best Management Practices (BMPS) to reduce

the contamination of receiving waters from stormwater runoff.

In 2002 and 2009, the Santa Ana and San Diego Water Quality Control Boards issued orders that mandated additional requirements for the NPDES program. These requirements added to the review process for new development and redevelopment planning applications to protect surface water resources. Development and redevelopment Aapplications are now given more scrutiny to assure compliance with MS4 permit requirements, the inclusion of appropriate BMPs that protect water quality. Increased oversight of construction activities as well as increased inspection frequencies are also being implemented. New or modified requirements in order to improve efforts to reduce the discharge of pollutants in stormwater runoff to the maximum extent practicable and achieve water quality standards have also been included. These new or modified requirements have been designed to address high priority water quality problems and existing program deficiencies.

In 2013, the San Diego Water Quality
Control Board issued a single Regional MS4
Permit covering the entire San Diego Region
instead of by county political boundaries in
order to uniformly regulate all three
counties, as well as maximize efficiency and
economy of resources. The Regional MS4
permit will be applicable to the area of the
County within the San Diego Water Quality
Contol Board upon expiration of Order No.
R9-2009-0002, NPDES No. CAS0108740.

8 of 26 VI-57

CHAPTER VI. RESOURCES ELEMENT

- 33 unit, mainly because of the large amount of water needed for outdoor uses.
- Medium high (townhomes and condominiums) and high density residential (apartment complexes and mid-rise) require less indoor use than other densities and very little outdoor water per dwelling unit.
- High density development has a greater potential for conservation than low density development. High density development generally has a centrally controlled and separately metered irrigation system and a single entity controls the application of water for a large area. Low density development has individual, small, and usually manual systems with a different operator at every home and are metered with domestic uses.

NON-RESIDENTIAL WATER DEMANDS

The per acre water demands of most of the non-residential land use categories are relatively equal, but some interesting differences do appear:

 The majority of industrial and commercial water demand is for indoor uses. Reclaimed water is increasingly being utilized for outdoor landscaping uses for new non-residential developments.

- Irrigated agriculture approximates medium density residential use demands
- The water demand of institutional uses (schools, libraries, etc.) is typically balanced between indoor and outdoor.

EXISTING AND PROJECTED WATER RESOURCE DEMANDS

Per capita water demands may decrease as a result of three general trends:

- 1) Higher density development;
- Water availability and price increases; and
- 3) Public awareness

However, for planning purposes it is conservatively assumed that per capita water demand for all M&I purposes will remain close to 1990 levels for the period 1991-2010. Therefore, it seems likely that the County's future demands will have to be met by either additional water supplies developed or managed by MWD and local water agencies, increased efficiency in water use (conservation), or a combination of both. The Water Resources Implementation Programs outline several potential programs to support these efforts.

GOALS, OBJECTIVES AND POLICIES: Water Resources Component

The use, supply, and conservation of water are critical issues in Orange County. Since almost every urban activity is dependent on

9 of 26 VI-57

CHAPTER VI. RESOURCES ELEMENT

water to some extent, it is in the best interests of the general public that the County's water resources are properly planned and managed.

Goal & Objectives

Goal 1

Ensure an adequate dependable supply of water of acceptable quality for all reasonable uses.

Objectives

- 1.1 To maintain the adequacy and dependability of imported water supplies.
- 1.2 To achieve a reduction in per capita water consumption by the year 2020.
- 1.3 To reduce dependence on imported water supplies through both conservation and local water resource development.

Policies

1. WATER SUPPLY

To ensure the adequacy of water supply necessary to serve existing and future development as defined by the General Plan.

2. CONSERVATION

To reduce per capita and total water consumption through conservation and reclamation programs and the support of new technologies.

3. GROUNDWATER RESOURCES

To support groundwater management efforts that are conducted by County water agencies.

4. SHORTAGE PLANNING

To ensure that Orange County will not be severely impaired by any potential future water shortages.

5. **WATER QUALITY**

To pProtect and improve water quality through continued management, and enforcement, and reporting requirements efforts.

Encourage an integrated water resources approach for stormwater management that considers water supply, water quality, flood control, open space, and native habitats.

Promote coordination between the

County, cities, and other stakeholders in
the identification and implementation of
watershed protection and Low Impact
Development (LID) principles.

Consider implementation of LID principles to conserve natural features (trees, wetlands, streams, etc.), hydrology, drainage patterns, topography, and soils.

Encourage the creation, restoration, and

CHAPTER VI. RESOURCES ELEMENT



preservation of riparian corridors, wetlands, and buffer zones.

Continue to educate the public about protecting water resources.

Additional water quality policies are also provided in the Land Use Element.

6. INTERGOVERNMENTAL COORDINATION

To encourage and support a cooperative effort among all agencies towards the resolution of problems and the utilization of opportunities in the planning and management of water resources.

IMPLEMENTATION PROGRAMS: Water Resources Component

Because Orange County must rely so heavily on imported water supplies, the implementation programs within this section are directed toward ensuring future imported water supplies, eliminating water waste, and conservation of existing supplies. The further development of local water resources is also included in these implementation programs.

In addition, since the management of water resources is complicated by the great many agencies involved with different aspects of management increased efforts towards intergovernmental coordination and cooperation are identified as an implementation program.

1. COUNTY WATER CONSERVATION DEVELOPMENT PROGRAM

Action:

Develop and implement a program for the conservation and development of the County's water resources.

11 of 26 VI-59

CHAPTER XI. GROWTH MANAGEMENT ELEMENT



critical movements.

 All other terms shall be as defined in the Orange County Zoning Code as of the date of adoption of this Element.

GOALS, OBJECTIVES AND POLICIES

Goals

This section presents the existing and future goals of the Growth Management Element.

The goals of the GM Element are as follows:

- 1. Reduce traffic congestion;
- Ensure that adequate transportation facilities, public facilities, equipment, and services are provided for existing and future residents; and
- Protect the natural environment of Orange County.

These goals shall be accomplished through implementation of the policies and programs set forth in this Element.

Objectives

Achievement of these goals shall be measured by the following objectives.

1. Development Phasing:

Development shall be phased in a manner consistent with applicable Comprehensive Phasing Plan.

2. Transportation:

The circulation system shall be implemented in a manner which achieves the established Traffic Level of Service Policy.

3. Sheriff/Fire/Paramedic:

Adequate facilities and equipment, as determined through GMA
Facility Implementation Plans developed in consultation with the Fire Authority and Sheriff
Department, shall be financed and implemented in a manner that ensures that the costs of necessary facilities and equipment for new development are borne by new

CHAPTER XI. GROWTH MANAGEMENT ELEMENT

development. The service levels established in the GMA Facility Implementation Plans shall be, at a minimum, equivalent to those service levels specified in the General Plan.

4. Library Facilities:

Adequate facilities and equipment, as determined through GMA Facility Implementation Plans, shall be financed and implemented consistent with a general service standard of one 10,000 square-foot branch library facility per 50,000 residents, or if appropriate, one 15,000 square-foot regional library per 75,000 residents.

Policies

1. DEVELOPMENT PHASING

Development shall be phased in accordance with any applicable Comprehensive Phasing Plan (CPP) adopted by the County. It is the intent that such CPPs shall include development phasing plans which establish both a phasing allocation of development commensurate with roadway and public facility capacities and an overall build-out development plan which can be supported by implementation of the planned infrastructure system.

2. BALANCED COMMUNITY DEVELOPMENT

Balanced community development shall be established which encourages employment of local residents and provides for both employment and employee housing opportunities within the County or Growth Management Area except in "Transition Areas for Rural Communities" which may be established pursuant to this Element or where a Specific Plan or Feature Plan dictates otherwise.

3. TRAFFIC LEVEL OF SERVICE POLICY

It is the policy of the County that within three years of the issuance of the first use and occupancy permit for a development project or within five years of the issuance of a finished grading permit or building permit for said development project, whichever occurs first, that the necessary improvements to arterial highway facilities, to which the project contributes measurable traffic, are constructed and completed to attain Level of Service (LOS) "D" at the intersections under the sole control of the County. LOS "C" shall also be maintained on Santiago Canyon Road links until such time as uninterrupted segments of the roadway (i.e., no major intersections) are reduced to less than three miles.

Intersections exempt from the above paragraph include facilities under the jurisdiction of a city or the State or those included on the Deficient Intersection List established pursuant to

The County maintains over 1,060 lane-miles of unincorporated roadways.

13 of 26 XI-9

CHAPTER XI. GROWTH MANAGEMENT ELEMENT

this Element. However, it is the policy of the County that all development contributing measurable traffic to intersections on the Deficient Intersection List shall only be approved if the development project contributes on a pro-rata basis to a Deficient Intersection Fund.

The "County of Orange Growth

Management Element Transportation Implementation Manual" which was adopted by the Board of Supervisors in June 1989 and, as may subsequently be amended, establishes the procedures and local parameters for the implementation of this policy. Amendments to the manual shall be approved by the Board of Supervisors only after a public hearing.

4. TRAFFIC IMPROVEMENT **PROGRAMS**

Comprehensive traffic improvement programs shall be established to ensure that all new development provides necessary transportation facilities and intersection improvements as a condition of development approval. Participation in such programs shall be on a pro-rata basis and shall be required of all development projects except where an increased level of participation exceeding these requirements is established through negotiated legal mechanisms, such as a public facilities development agreement.

5. PUBLIC FACILITY PLANS

Comprehensive public facility plans shall be established for fire, sheriff/police and library facilities. All development projects shall participate in such plans on a pro-rata basis and as a condition of development approval except where an increased level of participation exceeding these requirements is established in negotiated legal mechanisms, such as a public facilities development agreement.

TRANSITION AREAS FOR RURAL **COMMUNITIES**

New development within the Silverado-Modjeska Specific Plan and Foothill-Trabuco Specific Plan planning areas shall be rural in character and shall comply with the policies of these plans in order to maintain a buffer between urban development and the Cleveland National Forest.

It is recognized that additional plans may be established which provide a transition area between urban development and major open space areas.

7. BUFFER ZONES

There shall be buffer zones established through Feature Plans, Specific Plans, and/or Scenic Corridor Plans which provide for the physical separation of major communities by means of open space areas/corridors. Said open space area/corridors will be based upon natural features such as creeks or

We're no longer a suburb. Affluent new York City bedroom communities average 1,500 persons per square mile. **Orange** County's average density is 6,000. So, we're far more urban in many respects than New York.

Dennis Macheski, Orange County Real Estate Consultant

CHAPTER XI. GROWTH MANAGEMENT ELEMENT

prominent topographic or aesthetic features. Buffer zones shall be implemented for natural water bodies or drainages in order to protect water quality.

It is recognized that the buffer zones established pursuant to this policy will not necessarily link Regional Parks or serve a recreational function.

IMPLEMENTATION PROGRAMS

1. PARTICIPATION IN INTER-JURISDICTIONAL PLANNING FORUMS

As required by Measure M, the County shall participate in the Inter-Jurisdictional Planning Forums (IJPFs) at the GMA level to examine regional improvements needed within the GMA. Each IJPF annually develops a prioritized list of transportation improvement projects, which is approved by the IJPF's elected officials and submitted to the Orange County Transportation Authority for funding consideration. The County will participate in development of the annual GMA Transportation Improvement Project List for each GMA.

2. COMPREHENSIVE FACILITIES IMPLEMENTATION PLANS

The County shall maintain

Comprehensive Facility Implementation Plans, incorporating both Traffic Improvement Programs and Public Facilities Plans, for the financing of transportation, police/sheriff, fire, and library facilities for each GMA which includes major unincorporated areas in accordance with the goals, objectives, and policies of this Element. The adopted Foothill Circulation Phasing Plan (FCPP) shall be utilized as a model for these plans. The FIPs shall serve to implement the development phasing plan allocations set forth in the Development Phasing Policy of the Goals, Objectives and Policies section.

The Comprehensive Facilities
Implementation Plans will include a
flood control component. Said
component will either provide a
drainage master plan for the GMA or
incorporate the provisions of a drainage
master plan for a larger area.

The flood control component shall be consistent with guidelines developed by Public Facilities and Resources
Department. These guidelines will ensure that the flood control components each include common elements, specifically:

- Plans for each drainage area or subunit;
- An assessment of drainage design constraints early in the planning process;

15 of 26 XI-11

III. LAND USE ELEMENT



CA/KB

OVERVIEW

The Land Use Element (LUE), one of nine elements of the restructured General Plan, contains official County policies on the location and character of land uses necessary for orderly growth and development. All elements have the same horizon year (2025) and growth assumptions to ensure internal consistency. The LUE identifies policies and programs in other County General Plan elements that affect land use and provide guidance for future land use planning studies for the unincorporated portion of the County.

The LUE is arranged as follows:

- Purpose of the Element
- Relationship to Other Elements
- Planning Constraints & Deficiencies
- Land Use Categories
- Building Intensity/Population Density Standards
- Existing Conditions
- Objectives & Policies
- Implementation Programs

16 of 26

CHAPTER III. LAND USE ELEMENT

"It's a theme park- a 786 square mile theme park-and the theme is 'you can have anything you want.' It's the California of all Californias, The most like the dream. Orange County is **Tomorrowland** and Frontierland, merged and inseparable."

1980 Travel Guide Description of

Orange County

PURPOSE OF THE ELEMENT

The Land Use Element describes objectives, policies, and land use patterns for all unincorporated territory in both narrative and graphic terms and establishes development criteria and standards, including population density and building intensity.

Land use categories are used to depict the general distribution, location, and extent of public and private uses of land. In accomplishing this primary purpose, the Land Use Element fulfills the requirements of Section 65302(a) of the California Government Code, which establishes it as a mandated element of the General Plan.

Through a combination of objectives, policies, and programs, the Land Use Element has two additional purposes. First, many of the goals of the General Plan can be achieved through the application of land use policies. These land use policies provide a basis for the evaluation of physical development and growth trends in order to achieve the General Plan goals. Second, these policies determine land use capacities and the appropriate level of public services and infrastructure necessary to support these capacities.

RELATIONSHIP TO OTHER ELEMENTS

State law requires the Land Use Element to

achieve internal consistency with all elements of the General Plan. Although the Land Use Element provides the basis for land use decisions, it does not replace or supersede any of the other General Plan elements. Instead, the Land Use Element complements the other elements by incorporating and implementing their land use concerns and recommendations.

The Land Use Element supports the Resources Element's open space and natural resource plans through the designation of an Open Space land use category and an Open Space Reserve land use overlay. The Transportation, Recreation, Safety, and Housing elements are implemented by incorporating their land use recommendations into policies and programs.

The Land Use Element is also consistent with the Noise Element in that the land use plan reflects noise level concerns.

Therefore, the Land Use Element, at the time of its adoption, is the most current expression of County land use policy and is internally consistent with the other General Plan elements.

PLANNING CONSTRAINTS & DEFICIENCIES

This section identifies existing and potential constraints upon achievement of the objectives and policies identified above and in the following chapters. While these constraints do not constitute absolute barriers, they may inhibit the timely

CHAPTER III. LAND USE ELEMENT

achievement of the objectives.

These constraints have been categorized below into four categories: environmental, fiscal, economic and market constraints, and governmental constraints.

Environmental Constraints

Five major environmental conditions constrain development in Orange County: noise, floods, fires, geologic/seismic hazards, and natural and cultural resources. More detailed discussion of these constraints are found in the Noise, Safety, and Resources Elements (Chapters VIII, IX, and VI respectively).

NOISE

The major sources of significant noise in Orange County are aircraft and highway vehicles. While both can usually be mitigated to acceptable levels indoors, aircraft noise cannot be mitigated outdoors because of its overhead source. State law and County policy prohibit residential development and similar noise sensitive uses in high-noise (+65 CNEL) areas near John Wayne Airport.

Noise in nonresidential developments must be attenuated to protect users in these areas. Near major streets and highways, noise must also be attenuated. Thus, high-noise conditions may preclude certain uses in some areas and may increase development costs. CNEL noise contour maps and more detailed

information related to noise are found in Chapter VIII, the Noise Element.

FLOOD HAZARDS

Portions of Orange County are located in floodplain areas of varying degrees of risk. Figure III-1a identifies areas subject to 100- and 500-year flooding as identified by the Federal Emergency Management Agency (FEMA) and the California Department of Water Resources (DWR). In many cases, development can occur in these areas through proper site planning, but costs may be high. There are, however, some areas where development is precluded because of extreme flood potential. In all development scenarios, water quality and watershed protection principles must also be considered in the site planning and stormwater facility design process.

"Learn from the past. Look to the future. Live in the present."

Steve Henthorn

FIRE HAZARDS

The foothill areas of Orange County are considered high to very high fire hazard areas. Future development in these areas must minimize potential fire hazards and adequate fire protection must be maintained. Both these actions may raise development costs but will not preclude development. Figure III-1b depicts the location of these fire hazard areas.

GEOLOGIC/SEISMIC HAZARDS

Potential slope and seismic hazards constrain development in certain parts of the County. While both conditions

III-3

18 of 26

CHAPTER III. LAND USE ELEMENT

"If we want to see the real city, we do not confine our view to the great skyscrapers, the shopping promenade, or the park and boulevard. To see the city, we look at the dwellings of the people." Urban Historian

OBJECTIVES AND POLICIES

This section presents the future objectives and policies of the Land Use Element.

Market forces will determine which areas develop first and which remain undeveloped or underdeveloped by the 2025 horizon year. However, the policy projections and the Land Use Element Map will be the tools for project evaluation and consistency determination to ensure that development coincides with the policies of the Land Use and Transportation Elements regarding infrastructure provision.

This section describes thirteen major land use policies that guide implementation of the Land Use Element. The intent of these policies is to articulate issues that should be addressed when considering development proposals.

These policies are implemented through the programs contained in the Implementation Programs section. Two LUE interpretive policies that guide administration of the LUE map and land use categories are described in the section immediately following these thirteen land use policies.

MAJOR LAND USE ELEMENT POLICIES

The thirteen major land use policies set forth in this section apply to all geographic areas of the unincorporated portion of the County. They are adopted for the purpose of guiding the planning and development of those areas for both the short-term and long-term future.

Each policy has been stated in a single sentence. A policy can be referred to by its short title. A statement of purpose for each policy is given to aid in its interpretation.

1. BALANCED LAND USE

To plan urban land uses with a balance of residential, industrial, commercial, and public land uses.

The purpose of the Balanced Land Use Policy is to ensure that communities at all levels are developed in a manner whereby residential, industrial, commercial, and public land uses are proportionally balanced. This balance is intended to aid in developing a sense of community by distributing the various land uses and employment base more evenly throughout the County, reducing the impacts on the County's transportation system and positively affecting air quality. This policy does not require completely self-contained communities.

2. PHASED DEVELOPMENT

To phase development consistent with the adequacy of public services and facilities within the capacity defined by the General Plan.

The purpose of the Phased Development Policy is to ensure that development coincides with the adequacy of public services and

CHAPTER III. LAND USE ELEMENT

facilities, especially where the public health, safety, and welfare are concerned.

Proper phasing of new development within the designated General Plan capacity through the provision of public services and facilities is necessary to ensure that new development will not overload the existing facilities or be allowed to be completed without adequate facilities. Phasing should be a basic minimum requirement for land use intensification.

3. HOUSING DENSITIES

To provide a variety of residential densities which permit a mix of housing opportunities affordable to the county's labor force.

The purpose of the Housing Densities
Policy is to provide a wide range of
housing densities within the
unincorporated County that will permit
a mix of housing opportunities,
including both rental and ownership
housing. The mix of densities is
intended to make it possible to develop
housing which is affordable to the
County's labor force and offer those
who work here a reasonable choice of
living accommodations.

4. LAND USE/TRANSPORTATION INTEGRATION

To plan an integrated land use and

transportation system that accommodates travel demand.

The purpose of the Land Use/ Transportation Integration Policy is to ensure that transportation planning is assimilated into the land use planning process. The transportation system should support the land use plan as a whole, and individual circulation links should be in balance with localized land uses in order to provide an adequate transportation system for the County. When local or regional imbalances occur, development should be deferred until appropriate improvements to the circulation system can be provided or adequate project mitigation measures can be developed (e.g., public transit, employee housing programs).

5. COMMERCIAL AND INDUSTRIAL CENTERS/TRANSPORTATION ACCESS

To locate major commercial and industrial centers in areas that are easily accessible to existing or planned major transportation facilities.

The purpose of the Commercial and Industrial Centers/Transportation
Access Policy is to ensure that major commercial and industrial centers are convenient and accessible to existing or planned major transportation facilities.
These centers act as traffic attractors.
Accessibility should be enhanced by intensive corridors and increased public

"Many
people live
in ugly
wastelands,
but in the
absence of
imaginative
standards,
most of
them do
not even
know it."

C. Wright Mills

20 of 26

CHAPTER III. LAND USE ELEMENT

transit.

6. NEW DEVELOPMENT COMPATIBILITY

To require new development to be compatible with adjacent areas.

The purpose of the New Development Compatibility Policy is to ensure that new development is compatible with adjacent areas and that it provides either a land use buffer or transition to reduce the effects of one land use on the other.

Sensitive treatment is required where one urban use transitions to another and where an urban use is introduced into an essentially undeveloped area.

7. CREATIVE DESIGN CONCEPTS

To encourage innovative concepts which contribute to the solution of land use problems.

The purpose of the Creative Design Concepts Policy is to encourage the use of innovative planning ideas that give variety to the character of development and solve certain site development problems. New design concepts can facilitate environmentally sensitive development and the economic and efficient provision of services and facilities.

8. ENHANCEMENT OF ENVIRONMENT

To guide development so that the quality of the physical environment is

enhanced.

The purpose of the Enhancement of Environment Policy is to ensure that all land use activities seek to enhance the physical environment, including the air, water, sound levels, landscape, and plant and animal life.

This policy does not mean that environmental enhancement precludes development. It recognizes the need to improve both the manmade and natural environments. Where aspects of the natural environment are deemed to be truly significant, this policy requires measures be taken to preserve these aspects.

1. EMPLOYMENT DEVELOPMENT

To encourage development of employment land uses to achieve balanced phasing of development.

The purpose of the Employment
Development Policy is to accelerate
development of employment uses in
unincorporated Orange County. The
unincorporated County areas that are
designated for employment uses have
not developed as rapidly as its
residential areas. Implementation of
accelerated employment development is
essential to achieving balanced land use
and resolving the inefficient usage of
the transportation system.

Annual Monitoring Reports (AMRs) identify the phasing of development and infrastructure needs on an annual basis.

its traditional status of blonde Californians, **Orange County has** become one of the nation's prime immigration centers. **Nearly one out** of four Orange County residents is foreign born, a percentage roughly equal to that of New York City.

In contrast to

CHAPTER III. LAND USE ELEMENT



Development of employment land uses should continue to be monitored through the AMR process to determine if the employment to dwelling units ratio is improving.

10. CHILDCARE IMPROVEMENT

To encourage and facilitate provision of childcare facilities to address the growing County demand.

The purpose of the Childcare
Improvement Policy is to develop
measures that will encourage
establishment of childcare facilities
within Orange County. Due to
changing demographic trends, there
exists a countywide shortfall, in
meeting childcare demand that is
expected to increase significantly over
the next decade.

In order to address this current shortfall, it is necessary to examine three components of childcare needs. Infant care refers to childcare for children 0-2 years old; Preschool care is primarily for children 2-5 years old; and Extended Day care is for school age children after and/or before normal school hours.

Provision of sites for the first two types of childcare should be encouraged in concentrated employment areas for ease of access for working parents (however, some communities may have sufficient demand in residential areas for childcare sites); Extended Day care facilities are more appropriate near residential areas and school facilities.

Implementation of a Childcare
Improvement Policy is essential to
achieve a balance between supply and
demand of the various types of
childcare facilities.

22 of 26 III-35

CHAPTER III. LAND USE ELEMENT

Between
1992 and
1994, 55
percent of all
new retail
space in
America
came in the
form of "big
box" or
superstores.
In 1994, that
figure
jumped to 80
percent.

11. HAZARDOUS WASTE MANAGEMENT FACILITIES

To protect the health and welfare of the public and quality of the environment, while preserving the economic vitality of Orange County through a comprehensive countywide program and to ensure the safe and efficient management of hazardous wastes.

The purpose is to provide for sufficient and appropriate treatment and transfer facilities to accommodate and manage Orange County's fair share of the hazardous waste management burden, in accordance with identified facility needs and public safety considerations and to encourage private sector development of needed hazardous waste management facilities.

Siting criteria for offsite hazardous waste facilities have been established for use by facility developers in locating suitable facility sites and designing appropriate facilities, and for use by city and county land use authorities and local communities in evaluating proposed sites and facility projects for local permits. These criteria are identified in the Regional Hazardous Waste Management Plan maintained by the County of Orange Health Care Agency, Environmental Health Division.

A summary of topics addressed by the siting criteria are as follows:

- a) Protect the residents of Orange County
- b) Ensure the structural stability of the facility
- c) Protect surface and groundwater quality
- d) Protect air quality
- e) Protect environmentally sensitive areas
- f) Ensure safe transportation of hazardous waste
- g) Protect the social and economic goals of the community

12. RECYCLING/MATERIALS RECOVERY

To encourage and facilitate establishment of recycling/materials recovery facilities to address the State mandate given through the California Integrated Waste Management Act of 1989 (AB 939).

The purpose of the Recycling/Materials Recovery Policy is to develop measures that will help facilitate the establishment of recycling and materials recovery facilities within Orange County. The California Integrated Waste Management Act of 1989 (AB 939) requires that local jurisdictions reduce their waste going to landfills by 25 percent by 1995 and 50 percent by the year 2000. AB 939 further mandates that each jurisdiction prepare a Source Reduction and Recycling Element (SRRE) in which specific program alternatives are identified,

CHAPTER III. LAND USE ELEMENT

evaluated, and selected to achieve AB 939 diversion mandates.

The County's Integrated Waste Management Department is charged with the development and implementation of the County's SRRE document and is responsible for compliance with its provisions. Procedures and guidelines are in place in the Orange County Zoning Code in order to facilitate establishment of recycling or materials recovery facilities within Orange County. Enhancing coordination between the County's Integrated Waste Management Department (IWMD) and the California **Integrated Waste Board Management** (CIWMB) will continue to be a priority in order to address the mandate of AB 939.

13. URBAN AND STORM RUNOFF REGULATIONS

To guide physical development within the County while protecting water quality through required compliance with urban and stormwater runoff regulations.

The purpose of the policy is to address urban runoff and stormwater pollution associated with development and redevelopment activities. Protection and preservation of water resources in the United States is governed by the Federal Clean Water Act (CWA).

Passage of the 1987 Water Quality Act

established National Pollution

Discharge Elimination System
(NPDES) permit application
requirements for municipal and
industrial dischargers of stormwater. In
California, the State Water Resources
Control Board and nine associated
Regional Water Quality Control Boards
ensure compliance with the CWA under
the auspices of the U.S.
Environmental Protection Agency.

Since 1990, operators of municipal separate storm sewer systems (MS4s) are required to develop a stormwater management program designed to prevent harmful pollutants from impacting water resources via storm water runoff. As an MS4 operator, Orange County must obtain and implement NPDES permits from both the Santa Ana (SAR) and San Diego (SDR) Regional Water Quality Control Boards. OC Watersheds, a division with the OC Public Works Department, is lead on water quality compliance. The OC Planning-Community Development website (http://ocplanning.net) provides access to current stormwater management requirements and programs.

The following policies establish a framework for managing urban and stormwater runoff in compliance with applicable regulations. Additional policies are also provided in the Resources Element. the reduction of water pollution. The policies describe

24 of 26 III-37

CHAPTER III. LAND USE ELEMENT

updated objectives for responding to current water pollution regulations referenced on page VI-56 of the Resources Element.

Encourage, support and require all new development and redevelopment projects to identify opportunities for implementation of Low Impact Development (LID) principles in the early stages of the development planning process.

Promote, support, and require innovative site planning and development techniques that allow for implementation of LID principles while taking into consideration specific hydrology and geology conditions.

Encourage, support and require the use of LID as art of an overall strategy to mitigate stormwater impacts from new development and redevelopment projects consistent with current NPDES permit requirements.

Identify and evaluate potential changes to land use development regulations to support and promote stormwater management techniques and ensure regulations do no inhibit compliance with current NPDES permit requirements.

San Diego Region permit

a. Look for opportunities to minimize the

amount of impervious surfaces and directly connected impervious surfaces in areas of new development and redevelopment; and where feasible, identify the need to slow runoff and maximize on site infiltration runoff.

b. Implement appropriate pollution

prevention methods supplemented
by pollutant source controls and
treatment, as needed. Encourage
the use of small collection
strategies located at, or as close as
possible to, the source runoff and
pollutants offsite and into a
Municipal Storm Sewer System
(MS4).

where possible, create or restore
areas that provide important water
quality benefits, such as riparian
corridors, wetlands, and buffer
zones. Encourage land acquisition
of such areas.

d. Seek to limit disturbances of natural water bodies and natural drainage systems caused by development including roads, highways, and bridges.

e. Prior to making land use decisions, look for opportunities to utilize methods available to estimate increases in pollutant loads and flows resulting from projected future development.

Require incorporation of structural and non-structural Best Management Practices (BMPs) to mitigate the projected increases in pollutant loads and flows.

CHAPTER III. LAND USE ELEMENT

Identify and seek to avoid development loads and flows; ensure that postof areas that are particularly development runoff rates and susceptible to erosion and sediment velocities from a site have no loss; or establish development significant adverse impact on guidance that identifies these areas downstream erosion and stream and protects them from erosion and habitat; seek to minimize the sediment loss. quantity of storm water directed to Look for the opportunities to reduce impermeable surfaces and the pollutants associated with vehicles MS4s; and maximize the and increasing traffic resulting percentage of permeable surfaces to from development. Coordinate allow more percolation of storm local traffic management reduction water into the ground. efforts with Orange County Transit c. Look for opportunities to preserve Authority's Congestion wetlands, riparian corridors, and Management Plan. buffer zones and establish reasonable limits on the clearing of Look for design opportunities to manage post development runoff vegetation from the project sites. from a site in such a manner that, to d. Encourage the use of water quality the maximum extent practicable, it wetlands, bio filtration swales, watershed scale retrofits, etc., shall not contain pollutant loads that cause or contribute to where such measures are likely to exceedances of receiving water be effective and technically and <mark>quality objectives.</mark> economically feasible. e. Provide for appropriate permanent Santa Ana Region Permit measures to reduce storm water pollutant loads in storm water from a. Seek to limit disturbances of natural the development sites. water bodies and drainage systems; Establish development guidelines for conserve natural areas; protect areas particularly susceptible to slopes and channels; and minimize erosion and sediment loss. impacts from storm water and urban runoff on the biological Supplemental consideration for both <mark>integrity of natural drainage</mark> regions systems and water bodies. b. Look for opportunities to minimize Establish a Condition of Approval to changes in hydrology and pollutant ensure that permanent water quality loading; incorporate structural and treatment BMPs are adequately non-structural BMPs to mitigate the constructed, operated and maintained projected increases in pollutant throughout the life of the project.

III-39