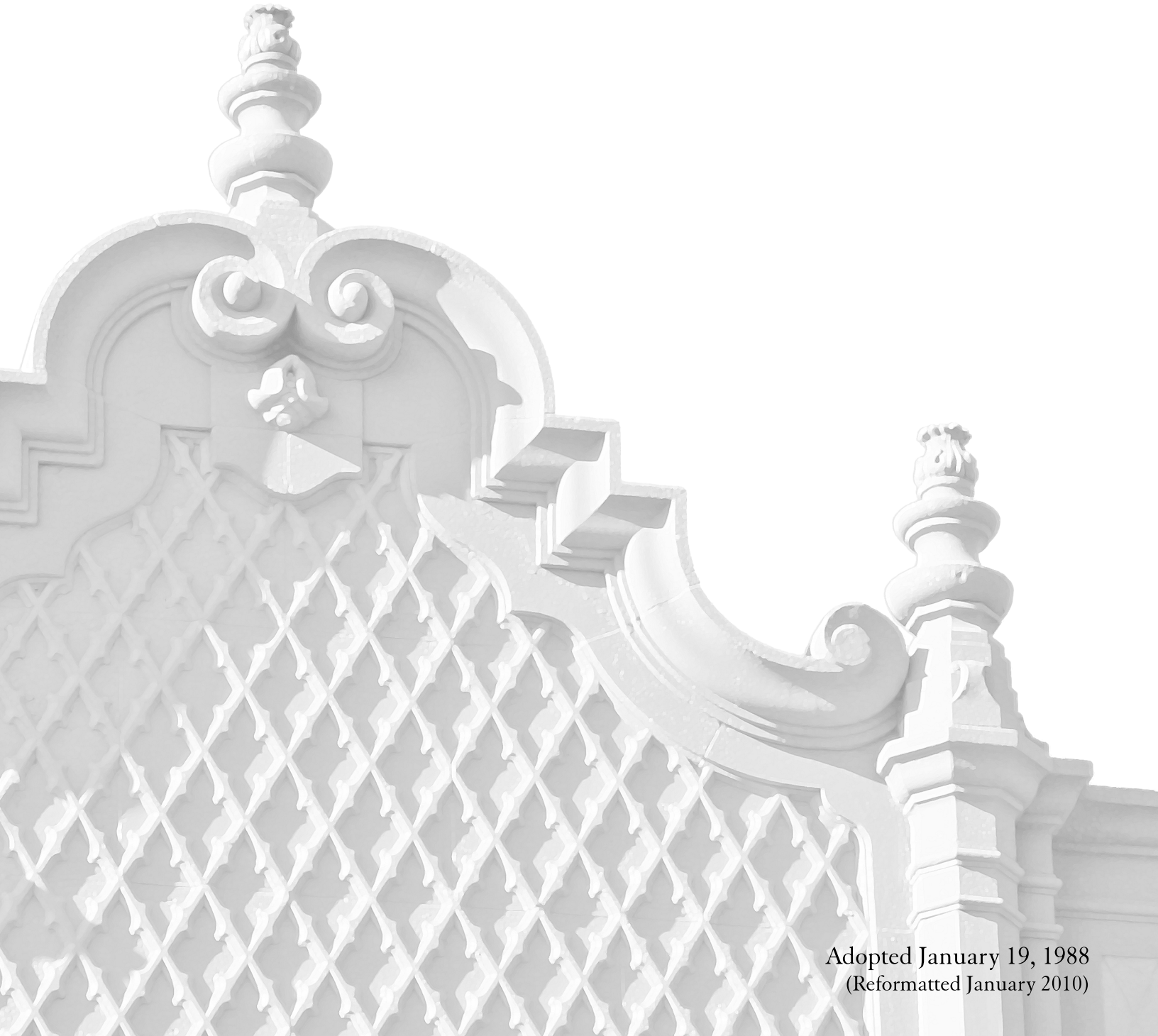
City of Santa Ana General Plan

Education Element



Adopted January 19, 1988
(Reformatted January 2010)

City of Santa Ana General Plan

Education Element

1988

City of Santa Ana
Planning Division

Adopted

January 19, 1988
(Reformatted January 2010)

REL:mb
6/18/87(27)
REV. 12/29/8

RESOLUTION NO. 88-4

A RESOLUTION OF THE CITY COUNCIL OF THE CITY OF SANTA ANA ADDING AN EDUCATION ELEMENT TO THE GENERAL PLAN OF THE CITY OF SANTA ANA

WHEREAS, the Planning Commission of the City of Santa Ana, after duly noticed public hearing, approved the addition of an Education Element to the General Plan of the City of Santa Ana; and

WHEREAS, this Council, after duly noticed public hearing, concurs in the Planning Commission's approval of said Education Element;

NOW, THEREFORE, BE IT RESOLVED BY THE CITY COUNCIL OF THE CITY OF SANTA ANA as follows:

1. The General Plan of the City of Santa Ana is amended by adding thereto the Education Element reviewed and considered by this Council on the date of adoption of this resolution.

2. The Clerk of the Council is directed to attest to this Council's approval of said Education Element on the face thereof and to maintain the same among the official records of the City of Santa Ana.

ADOPTED this 19th day of January, 1988.

for Patricia A. McGuigan
Daniel H. Young
Mayor

ATTEST:

Janice C. Guy
Clerk of the Council

COUNCILMEMBERS:

Young	Aye
McGuigan	Aye
Hart	Aye
May	Aye
Acosta	Aye
Pulido	Aye
Griset	Aye

APPROVED AS TO FORM:

Edward J. Cooper
City Attorney

Acknowledgments

CITY COUNCIL

Dan Young, Mayor
Patricia McGuigan, Vice Mayor
John Acosta
Wilson Hart
Daniel Griset
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Dr. Anthony DaLessi, Santa Ana Unified School District
Dr. Ronald Walter, Garden Grove Unified School District

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Education Element

INTRODUCTION

Educational services and facilities are principal contributors to a community's quality of life. Often the level and character of such services become key factors in the locational decisions of families and businesses. In the provision of educational services, traditionally the agency responsible for providing the services conducts the long range planning for facilities and programs. Such is the case in Santa Ana where four independent districts, each under the auspices of a board of trustees, are responsible for providing public education within the City. The General Plan, by establishing land use and development policy, directly impacts the future growth of the City and the student population to be served by these districts. Though independently functioning political entities, the City and the four school districts are best able to plan for the future growth of Santa Ana and the quality of its educational services by a coordinated, cooperative approach in their long range planning activities.

This education element addresses the physical planning issues related to the provision of education services such as the location of facilities and the projection of student enrollment as it relates to the need for additional schools. As a mid-term planning document, this Element addresses education planning activities into the year 2000. Programmatic issues such as staffing, budgeting, salaries, etc. are handled by district boards and will not be addressed in this document.

EDUCATIONAL SERVICES AND FACILITIES

EDUCATIONAL SERVICES

The City of Santa Ana's school age population is presently served by four school districts Santa Ana Unified, Garden Grove Unified, Tustin Unified, and Orange Unified. These Districts, as shown in Exhibit 1, are located either entirely within Santa Ana as is the SAUSD, or partially as is Orange, Tustin and Garden Grove Unified. However, public education in the City is provided primarily by SAUSD whose facilities account for approximately 90 percent of school resources available in the City. The Garden Grove School District serves students residing west of the Santa Ana River and more than one-sixth of the City's total student population. Supplementing Santa Ana and Garden Grove are the educational services provided by the adjacent districts mentioned above and a variety of private, parochial and commercial schools. Higher education in Santa Ana is provided by Rancho Santiago College whose main facility is located in the City. As there are no plans for the physical expansion of Rancho Santiago College within Santa Ana over the 13-year time frame of this element, it will not be addressed here.

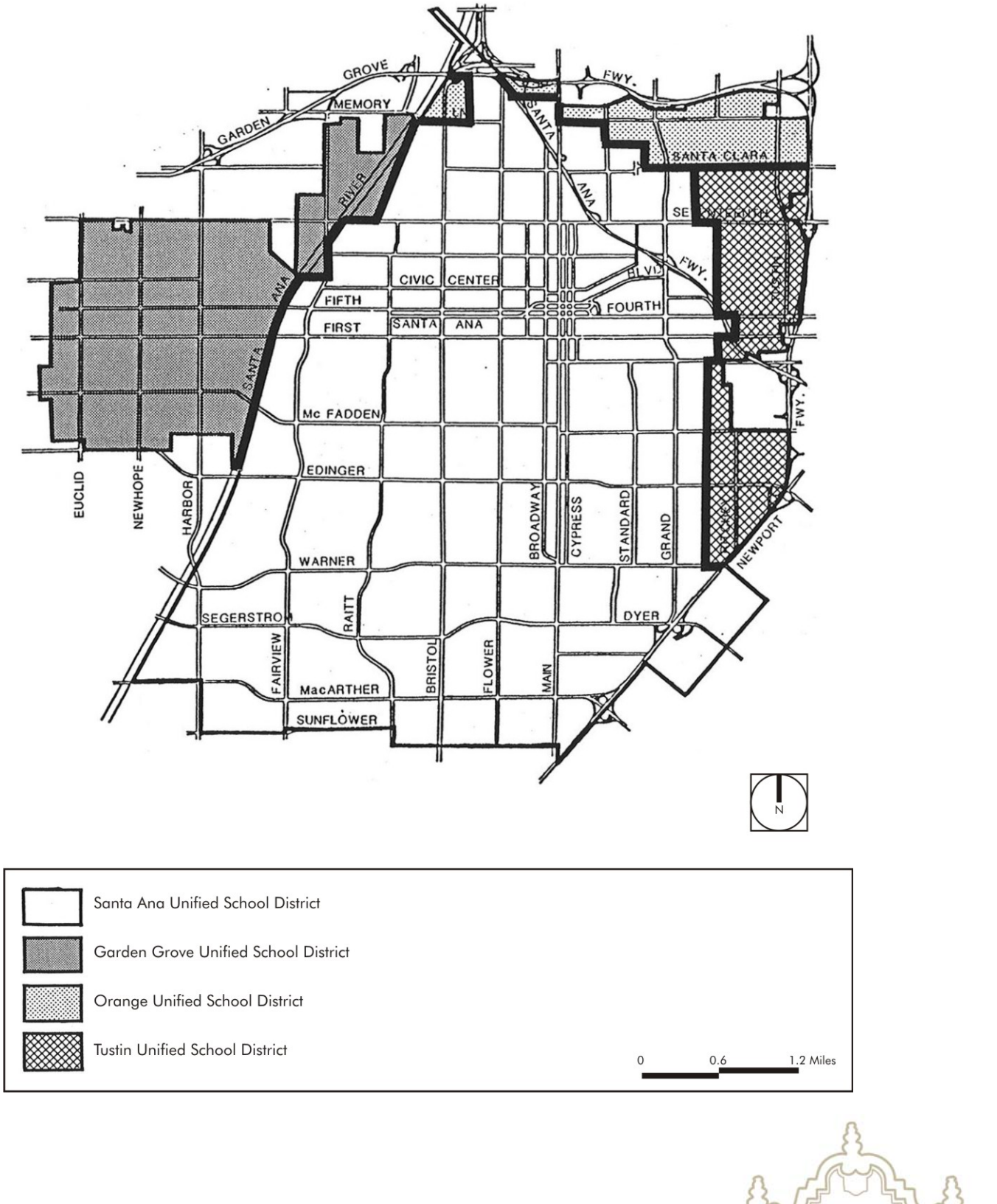
This element focuses on the primary and secondary educational services provided by the public school systems within the City of Santa Ana and addresses those areas in which the planning process can be better coordinated between the districts providing these services and the City.

CURRENT AND PROJECTED ENROLLMENT

The SAUSD is responsible for educating more than 37,000 students during the current 1987/88 school year. In addition, Garden Grove has 16 schools west of the Santa Ana River that serve 7,972 Santa Ana students even though only five of these schools are located within this City. Orange Unified School District serves 610 students that reside in Santa Ana, and Tustin Unified serves 595 Santa Ana students. The 1987-88 student enrollment total for Santa Ana is approximately 47,500 when special students are included.

As can be seen in Table 1, enrollment data from SAUSD indicates an increase of more than 3,200 regular students over the next five years and an additional 1,600 in the following five years. Garden Grove will increase its student population by more than 539 over the next six years as can be seen from the projections in Table 2. This increase will include 231 Santa Ana students by 1990 as shown in Table 3 which indicates the projected enrollments for Garden Grove's Santa Ana students. Enrollments in Santa Ana Unified and Garden Grove Unified will increase by more than 12,000 over the next ten years, taking total enrollment in the City from approximately 47,000 to more than 60,000.

Exhibit 1 School Districts in Santa Ana



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The increase in students over this same ten-year period in the Tustin and Orange Districts will be proportionately smaller due to the smaller number of Santa Ana students they serve—1,200 of 47,000. A conservative estimate of their growth would be 100 additional students. In addition, the growth in Special Education and other special programs is expected to increase from 1,275 to 1,650 during this period in the Santa Ana Unified District and from 100 to 300 in the Garden Grove District.

Table 1
SAUSD Enrollment Projections 1988–1998

Year	*88/89*	*89/90*	*90/91*	*91/92*	*92/93*	*93/94*	*94/95*	*95/96*	*96/97*	*97/98*
K	4,091	4,086	4,082	4,078	4,073	4,069	4,065	4,060	4,056	4,052
1	3,778	3,773	3,769	3,765	3,760	3,756	3,751	3,747	3,743	3,738
2	3,776	3,442	3,437	3,433	3,429	3,424	3,420	3,415	3,411	3,407
3	3,457	3,743	3,408	3,404	3,400	3,395	3,391	3,387	3,382	3,378
4	3,021	3,424	3,710	3,375	3,371	3,367	3,362	3,358	3,354	3,349
5	2,836	2,831	3,233	3,519	3,185	3,181	3,176	3,172	3,168	3,163
6	2,888	2,923	2,918	3,321	3,607	3,273	3,268	3,264	3,260	3,255
7	2,774	2,745	2,780	2,775	3,178	3,464	3,129	3,125	3,121	3,116
8	2,640	2,633	2,603	2,639	2,634	3,037	3,323	2,988	2,984	2,980
9	2,914	3,156	3,149	3,119	3,155	3,150	3,553	3,839	3,504	3,500
10	2,743	2,628	2,870	2,863	2,834	2,869	2,864	3,267	3,553	3,219
11	2,035	2,207	2,092	2,334	2,327	2,298	2,333	2,328	2,731	3,017
12	1,595	1,667	1,839	1,724	1,966	1,959	1,930	1,965	1,960	2,363
Total Elem.	**29,259**	**29,599**	**29,941**	**30,309**	**30,636**	**30,965**	**30,886**	**30,517**	**30,478**	**30,439**
Total High	**9,287**	**9,658**	**9,950**	**10,040**	**10,281**	**10,275**	**10,679**	**11,399**	**11,748**	**12,098**
TOTAL	**38,546**	**39,257**	**39,891**	**40,349**	**40,918**	**41,240**	**41,565**	**41,915**	**42,226**	**42,537**
Annual Change	**870**	**711**	**635**	**458**	**569**	**322**	**325**	**350**	**310**	**311**

Table 2
Garden Grove Unified School District
Enrollment Projections 1987–1994*

Grade	*Oct. 1987*	*Oct. 1988*	*Oct. 1989*	*Oct. 1990*	*Oct. 1991*	*Oct. 1992*	*Oct. 1993*	*Oct. 1994*
K	3,110	3,127	3,143	3,159	3,175	3,191	3,207	3,223
1	3,008	3,018	3,018	3,033	3,049	3,064	3,080	3,095
2	2,788	2,851	2,895	2,895	2,909	2,924	2,939	2,954
3	2,619	2,757	2,838	2,882	2,882	2,896	2,911	2,926
4	2,523	2,655	2,782	2,864	2,909	2,908	2,922	2,937
5	2,477	2,555	2,676	2,804	2,886	2,931	2,931	2,945
6	2,481	2,591	2,553	2,674	2,801	2,883	2,928	2,928
7	2,549	2,541	2,644	2,606	2,729	2,859	2,942	2,988
8	2,667	2,542	2,507	2,609	2,571	2,692	2,821	2,903
9	2,719	2,774	2,733	2,695	2,805	2,764	2,894	3,033
10	2,771	2,718	2,752	2,711	2,674	2,783	2,742	2,871
11	2,769	2,633	2,529	2,561	2,523	2,489	2,590	2,552
12	2,616	2,495	2,360	2,266	2,295	2,262	2,230	2,321
K-6	**19,006**	**19,554**	**19,905**	**20,311**	**20,610**	**20,797**	**20,918**	**21,008**
7-8	**5,216**	**5,083**	**5,151**	**5,215**	**5,300**	**5,551**	**5,763**	**5,891**
9-12	**10,875**	**10,620**	**10,374**	**10,233**	**10,297**	**10,298**	**10,456**	**10,777**
K-12	**35,097**	**35,257**	**35,430**	**35,759**	**36,207**	**36,646**	**37,137**	**37,676**
Change from Previous	**-112**	**+160**	**+173**	**+329**	**+448**	**+439**	**+491**	**+539**

Source: Garden Grove Unified School District, Office of Business Services, April 1, 1987.

Table 3
Garden Grove Unified School District
Enrollment Projections, Santa Ana River Corridor Sites, Santa Ana Residents Only
1986-1990

	Current 1986	*1987*	*1988*	*1989*	*1990*
Clinton	295	285	292	300	309
Hazard	522	551	564	576	588
Heritage	718	729	761	794	829
Monroe	474	496	533	573	616
Newhope	595	559	590	623	658
Northcutt	304	272	256	241	227
Riverdale	272	275	289	303	312
Rosita	606	621	650	680	712
Russell	794	843	860	877	894
Woodbury	64	65	67	69	71
Subtotal	**4,644**	**4,696**	**4,862**	**5,036**	**5,216**
Doig	377	379	386	393	401
Fitz	734	728	745	762	784
Irvine	348	372	401	432	465
Subtotal	**1,459**	**1,479**	**1,532**	**1,587**	**1,650**
La Quinta	296	280	264	248	244
Los Amigos	849	866	862	858	854
Santiago	729	760	757	754	750
Subtotal	**1,874**	**1,906**	**1,883**	**1,860**	**1,848**
TOTAL	**7,977**	**8,081**	**8,277**	**8,483**	**8,714**
Difference (+/-)	**+104**	**+196**	**+206**	**+231**	
Additional Classrooms Needed	**+4**	**+7**	**+7**	**+8**	

Source: Garden Grove Unified School District, Office of Business Services, April 1, 1987.

The projected rate of growth in student population for Santa Ana Unified is more than five percent over the next five years, and an additional four percent by 1998. In the Garden Grove Unified District, the growth rate is slower, averaging less than one percent annually through 1990 and increasing to 1.5 percent by 1994. Overall, the rate of student enrollment increases is higher than the City's population growth rate which has averaged 1.6 percent annually since 1980. The current population of 225,774 is projected to increase by nine percent to 246,737 by 1990 and an additional nine percent to 256,368 by 1995 according to the Orange County Forecast and Analysis Center. Student enrollment as a percentage of total population will remain stable during this growth period—it is presently 21 percent and is projected to be at 21 percent in 1995 also.

ENROLLMENT HISTORY

In order to assess future enrollment, it is important to analyze past enrollments and acknowledge any trends in order to make projections for future enrollment as accurate as possible. For this purpose, data for the Santa Ana District has been taken from the "Five Year Plan for Student Enrollment and Housing" which indicates the total number of students by grade level for the last five years. These figures, shown in Table 4, reflect the enrollment of "regular" students only and does not include students in special programs. When special students are included, the totals would be at least 1,200 students greater than indicated.

Table 4
Santa Ana Unified School District
Enrollment History 1979-84

Grade	*1979/80*	*1980/81*	*1981/82*	*1982/83*	*1983/84*
K	2,880	3,415	3,438	3,597	3,683
1	3,082	3,181	3,335	3,243	3,113
2	2,435	2,884	2,916	2,979	3,015
3	2,539	2,706	2,794	2,791	2,948
4	2,350	2,628	2,679	2,733	2,795
5	2,135	2,312	2,533	2,581	2,657
6	2,030	2,147	2,376	2,503	2,589
7	1,968	2,020	2,185	2,239	2,476
8	1,777	1,941	1,984	2,207	2,167
9	1,871	2,069	2,085	2,104	2,381
10	1,652	1,751	1,893	1,962	1,888
11	1,505	1,432	1,509	1,618	1,617
12	1,039	1,171	1,076	1,162	1,183
TOTAL	**27,263**	**29,657**	**30,803**	**31,719**	**32,512**

Historical enrollment figures shown for Garden Grove in Table 5 indicate that District's enrollment has declined from 38,776 in 1979 to 35,209 in 1986 which is just over 10 percent. A disproportionate share of this decline 2,017 students has occurred in high school grades. Of the 3,567 decline in students, only 672 were in elementary school with the remaining decline occurring at the intermediate level. Contrary to declining district wide enrollment, Garden Grove District schools on the Santa Ana River corridor have experienced increasing enrollments which are projected to continue. Table 6 shows the current enrollment figures in these schools.

Table 5
Garden Grove Unified School District
Annual October Enrollments, 1979-1986

Grade	*1979*	*1980*	*1981*	*1982*	*1983*	*1984*	*1985*	*1986*
K	2,704	2,798	2,627	2,730	2,728	2,856	3,084	3,172
1	2,572	2,645	2,686	2,544	2,641	2,631	2,748	2,878
2	2,605	2,508	2,549	2,523	2,451	2,562	2,547	2,660
3	2,706	2,548	2,515	2,531	2,488	2,451	2,499	2,529
4	3,016	2,729	2,656	2,471	2,541	2,507	2,441	2,479
5	2,923	2,951	2,788	2,665	2,464	2,564	2,492	2,475
6	2,822	2,882	2,956	2,757	2,607	2,532	2,580	2,483
K-6	**19,348**	**19,061**	**18,777**	**18,221**	**17,920**	**18,103**	**18,391**	**18,676**
7	3,101	2,859	2,953	3,003	2,785	2,689	2,536	2,699
8	2,994	3,016	2,789	2,873	2,975	2805	2,644	2,518
7-8	**6,095**	**5,875**	**5,742**	**5,876**	**5,760**	**5,494**	**5,180**	**5,217**
9	3,437	3,174	3,159	3,001	3,124	3,241	3,074	2,824
10	3,533	3,418	3,132	3,061	3,029	3,134	3,175	3,017
11	3,348	3,247	3,160	2,889	2,948	2,764	2,806	2,948
12	3,015	2,861	2,835	2,858	2,679	2,594	2,405	2,527
9-12	**13,333**	**12,700**	**12,286**	**11,809**	**11,780**	**11,733**	**11,460**	**11,316**
K-12	**38,776**	**37,636**	**36,805**	**35,906**	**35,460**	**35,330**	**35,031**	**35,209**

Source: Garden Grove Unified School District, Office of Business Services, April 1, 1987.
Report reflects regular student enrollment only. It does not include Continuation, Special Education, PMP/SMP.

Table 6
Garden Grove Unified School District
Enrollment, Santa Ana River Corridor Sites, March 1987

	Santa Ana Enrollment	*Total School Enrollment*	*Percent*
Elementary			
Clinton	295	651	45.3%
Hazard	522	522	100.0%
Heritage	718	718	100.0%
Monroe	474	496	95.6%
Newhope	595	595	100.0%
Northcutt	304	309	98.4%
Riverdale	272	601	45.3%
Rosita	606	606	100.0%
Russell	794	794	100.0%
Woodbury	64	644	9.9%
Intermediate			
Doig	377	884	42.6%
Fitz	734	734	100.0%
Irvine	348	705	49.4%
High School			
La Quinta	296	1,609	18.4%
Los Amigos	849	1,522	55.8%
Santiago	724	1,726	41.9%
TOTAL	**7,972**	**13,116**	**60.8%**

Source: Garden Grove Unified School District, Office of Business Services, April 1, 1987.

ENROLLMENT FACTORS

The school enrollment increases in Santa Ana have been in contrast to an overall decline of the school age population nationally; specifically, when contrasted to surrounding Orange County cities. During the years 1946-64, birth rates in all parts of the United States increased at a rapid rate, but, after 1964, these same rates fell almost as fast as they had risen. Demographers are now discussing a second "boom" which is an echo of the original "baby boom." Thus, on a nationwide basis, general school enrollments are expected to rise, first at the elementary level and finally at the intermediate and high school level by the end of this decade and the early part of the next. A recent study by the Western Interstate Commission for Higher Education, indicates that states such as California, Colorado and Utah are expected to turn out 19% more graduates by the end of the 1990's than they are currently producing. Projections such as these are based on current data and drop-out rates. If the drop-out rates for both racial and language minority groups were to decline during this time period, the number of graduates would conversely increase. Another policy factor which could influence this data is a change in United States immigration policy. According to Dr. Carlos Arce, Executive Director of the National Chicano Council on Higher Education, the granting of amnesty or the enhancement of the status of nonresident aliens will very likely affect school enrollments in the border states such as California and Texas.

Other factors which might lead to increasing enrollments are the continuing migration of United States residents to the sunbelt areas, which of course, includes California. All regions in the country, except the mountain states, showed a decrease in the number of live births from 1960-1977. These same states also showed a significant outmigration to other areas, particularly the southwest. Other similar demographic considerations which indeed can influence our enrollment is the fact that the vast majority of the states in which the total fertility rate was above replacement level fertility are in the west. Women of Spanish origin have the highest number of lifetime births expected (2,428 per 1,000 women), followed by black women (2,258 per 1,000 women), and other white women (2,096 per 1,000 women). Because of their small percentage of the total nationwide population, Asians have not been included in many demographic studies. Local experience seems to indicate that as a group, Asian women experience a higher than average rate of births per 1,000 women.

ATTENDANCE AREAS

Attendance areas for the SAUSD are divided into three grade levels: elementary (K-5); intermediate (6-8); and high school (9-12). In the GGUSD, the 7th grade is included in the intermediate level. The basis of each attendance area is a centrally located school facility that serves the students within its boundaries. Attendance areas serve primarily as the basis for the "neighborhood school" philosophy, but also as a tool for planning and program development. As such,

these boundaries are not permanent, but are adjusted as necessary to meet changing student housing needs. Over the next few years, for example, boundaries in the SAUSD will be changed to reflect the new high school under construction in the southeast portion of the City and the eleven new elementary schools that are proposed for construction at various sites throughout the City. Because of the districtwide decline in enrollment in Garden Grove, it is unlikely that any boundary changes will occur as a result of new school construction.

Exhibits 2 and 4, respectively, show the elementary, intermediate, and high school attendance area boundaries in Santa Ana for all districts. In the Garden Grove District, the boundaries reflected do not necessarily indicate the presence of a school facility as in Santa Ana. This is indicative of the fact that Santa Ana borders the Garden Grove District and some attendance areas include parts of Santa Ana even though the school facility is in Garden Grove. The irregularity of School District boundaries is also apparent in northern and eastern Santa Ana where portions of the City are included in the Orange and Tustin Unified School Districts. Unlike west Santa Ana, however, these areas cover only a small part of Santa Ana and are characterized by low-density residential development and large tracts of commercial and office development. The low number of students generated in this area is reflected in the fact that there are only two schools outside of the SAUSD—one in the Orange District and one in Tustin's District.

SCHOOL FACILITIES

There are presently a total of 57 public school facilities within Santa Ana. The SAUSD maintains 24 elementary schools, seven intermediate schools, three high schools and five special education facilities. Table 7 indicates these schools, their acreage, and the year of construction. There are 16 GGUSD facilities either located in Santa Ana or serve a large number of Santa Ana students. These facilities are listed in Table 8. The dates of construction are indicated because after a 30-year period, each school facility is eligible for rehabilitation funds from the State to upgrade the site. Twenty-six, or nearly half of the City's schools have become eligible to receive rehabilitation funding. This number includes two elementary schools in the Orange and Tustin Districts. One of these facilities, the Gladys Wallace School in the Tustin District, is leased and operated by the SAUSD.

Table 7
SAUSD Inventory

	Acreage	*Constructed*
Elementary		
Adams	6.7	1958
Diamond	5.6	1951
Edison	3.6	1937
Franklin	2.5	1937/51
Fremont	2.9	1974
Margaret Grant	2.1	1980
Greenville	7.5	1979
Hoover	4.5	1953/73
Jackson	9.5	1961
Jefferson	9.6	1965
Lincoln	9.5	1963
Lowell	5.1	1972/73
Madison	6.1	1957
Martin	6.8	1951
Monroe	6.6	1972/73
Monte Vista	10.6	1956
* Muir	8.9	1969
Remington	4.1	1953
Roosevelt	5.6	1972/73
Santiago	9.0	1953
Sepulveda	5.8	1986
Taf t	10.0	1971
Washington	8.6	1949
Wilson	3.9	1951/53/72
Intermediate		
Carr	32.3	1956
Lathrop	7.7	1974
MacArthur	10.0	1981/82
McFadden	24.2	1964
Sierra	11.2	1955/56
Spurgeon	19.0	1973/74
Willard	9.8	1974
High School		
Mt. View	6.4	1966
Saddleback	36.4	1967
Santa Ana	21.2	1935/37/62/74
Valley	50.0	1959
Special School		
Harvey	-	1978
Mitchell	3.0	1968
Taf t H. I.	-	1973
Other Sites		
Administration	4.2	1958

* Leased from Tustin Unified School District

Table 8
Garden Grove Unified School District
Facilities Inventory Santa Ana River Corridor Sites

	Acreage	*Constructed*
Elementary		
Clinton	11.4	1955
Hazard	10.0	1956
Heritage	11.0	1962
Monroe	10.0	1964
Newhope	9.7	1950
Northcutt	10.0	1973
Riverdale	9.2	1957
Rosita	10.0	1959
Russell	10.0	1961
Woodbury	8.2	1957
Intermediate		
Doig	20.0	1961
Fitz	19.0	1962
Irvine	20.0	1961
High School		
La Quinta	42.6	1963
Los Amigos	40.0	1968
Santiago	43.6	1961

Source: Garden Grove Unified School District, Office of Business Services, April 1, 1987.

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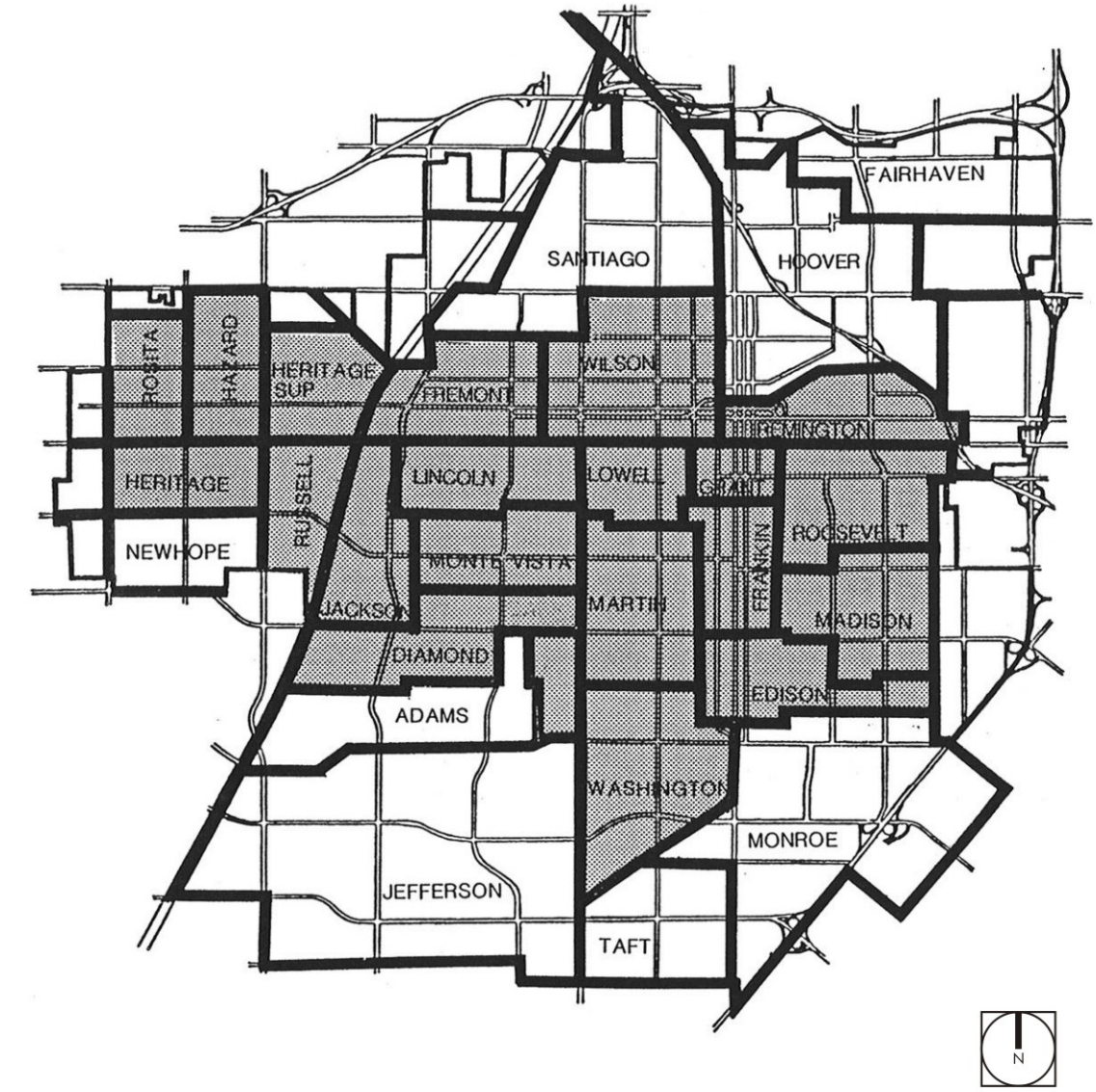
Exhibit 2 Elementary School Boundaries



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In order to provide an indicator of the City's current educational facilities and their potential for housing additional students or expansion, a capacity to design schedule is indicated in Tables 9 and 10 for SAUSD and GGUSD, respectively. The optimum design capacity is defined as that capacity which provides maximum use of available square footage without overcrowding both classroom and other related instructional areas (i.e., library, music rooms, speech therapy rooms, etc.).

These data are very important because they identify those schools which are currently or soon will be overcrowded. In SAUSD, for example, ten of the 21 elementary schools are presently overcrowded, and by 1988, 13 will have exceeded their design capacity. By 1989, 14 schools, two-thirds of the elementary facilities, will have student enrollments that exceed their capacity. In Garden Grove, seven of ten elementary schools are overcrowded and by 1989, eight of the ten will be over capacity. One of three intermediate schools are now overcrowded but by 1989, two of three will exceed their capacity. At the high school level, two of three schools is overcrowded with no increase (Exhibit 3) in the number of overcrowded facilities through 1989 (Exhibit 4). In SAUSD, the overcrowding situation is in reality worse than it appears considering that nine elementary schools are on a year-round school calendar to increase enrollment capacity (year-round school programming increases a facility's enrollment capacity by approximately 25 percent). Each of SAUSD's three high schools are presently well over their original design capacity and are projected to remain so until construction is complete on the new Century High School scheduled for opening in the fall of 1989.

With respect to growth at the intermediate school level (grades six through eight) the SAUSD was faced with a severe shortage of classrooms several years ago. As a result of that shortage, one new intermediate school was built (MacArthur) and an elementary school was converted into an intermediate school (Sierra). Thus, for the past several years, there has been sufficient classroom space at the intermediate level. However, several hundred students are bussed from east-central Santa Ana to other intermediate schools (McFadden, Spurgeon and Willard) in order to maximize the available use of student housing in grades six through eight. It is projected that by 1990/91 school year, there will be another 550-600 regular students at the intermediate level. Busing and the use of additional portables will not be adequate to handle this growth from approximately 7,700 to over 8,300 regular students (there are approximately 250 intermediate students in special education programs). The SAUSD will apply to the State for a new intermediate school during 1987. At this time, it appears the most logical placement of such a facility would be in the east-central area of Santa Ana. In Garden Grove, because of the declining enrollment, the District is ineligible for new construction funding.

Table 9
Santa Ana Unified School District
Comparison of Enrollment to Design Capacity

	Permanent Capacity+	*September 1987*	*1988*	*1989*	
Elementary					
Adams	624	872**	937**	925**	
Diamond	920 YRS	927**	944**	961**	
Edison	748 YRS	838**	928**	957**	
Franklin	633 YRS	629	645**	632**	
Fremont	1,284 YRS	889	884	898	
M. Grant	0 YRS	399**	370**	392	
Greenville	928	942**	940**	940**	
Hoover	714	763**	789**	825**	
Jackson	756	1,020**	938**	918**	
Jefferson	820	669	740	790	
Lincoln	1,038 YRS	990	957	976	
Lowell	1,125 YRS	1,237**	1,315**	1,383**	
Madison	1,027 YRS	1,244**	1,197**	1,185**	
Martin	950 YRS	1,092**	1,220**	1,251**	
Monroe	654	633	676**	759**	
Monte Vista	1,123 YRS	1,183**	1,329**	1,357**	
Muir	400	405**	430**	430**	
Remington	250	603**	626**	642**	
Roosevelt	1,125 YRS	1,161**	1,468**	1,605**	
Santiago	774	799**	824**	844**	
Sepulveda	500	524**	524**	540**	
Taft	756	640**	687	720	
Washington	814	1,004**	1,061**	1,126**	
Wilson	1,015	871	878	884	
Intermediate					
Carr	1,250	1,212	1,407**	1,284**	1,299**
Lathrop	1,200	1,238**	1,324**	1,237**	1,220**
MacArthur	900	880	996	1,020**	1,020**
McFadden	1,200	1,137	1,100	1,154	1,206**
Sierra	575	783**	752**	847**	874**
Spurgeon	1,200	1,261**	1,271**	1,259**	1,240**
Willard	1,200	1,047	1,160	1,240**	1,260**
Secondary					
Saddleback	2,065	2,583**	2,847**	2,823**	2,844**
Santa Ana	2,242	3,067**	2,932**	3,342**	3,377**
Valley	2,240	2,313**	2,359**	2,403**	2,424**

Design Capacity-+ Capacity with current Year Round School programming.
**Enrollment surpasses permanent building capacity

Table 10
Comparison of Enrollment to Design Capacity
Santa Ana River Corridor Sites

	Design Capacity	*Current Oct. '86*	*1987*	*Projected 1988*	*1989*
Elementary					
Clinton	464	619**	628**	645**	663**
Hazard	406	551**	552**	564**	576**
Heritage	638	705**	729**	761**	794**
Monroe	638	492	519	558	599
Newhope	557	537	559**	590**	623**
Northcutt	435	293	276	260	245
Riverdale	406	589**	607**	637**	669**
Rosita	551	601**	621**	650**	680**
Russell	638	827**	843**	860**	877**
Woodbury	609	646**	656**	675**	694**
Intermediate					
Doig	667	853**	858**	874**	890**
Fitz	812	727	728	745	762
Irvine	812	694	742	800	862**
High School					
La Quinta	1,827	1,639	1,527	1,433	1,350
Los Amigos	2,001	1,588	1,552	1,544	1,537
Santiago	1,769	1,816**	1,814**	1,807**	1,800**

** Enrollment surpasses capacity.
Source: Garden Grove Unified School District, Office of Business Services, April 1, 1987.

To supplement school capacity and relieve the overcrowding until new schools can be built, Districts have relied heavily on the use of portables as an alternative housing method. As can be seen in Tables 11 and 12 for Santa Ana and Garden Grove, respectively, those schools with enrollments over their design capacity accommodate their excess student population through the use of portable classrooms. Portables are not utilized exclusively for overcrowding, however, they are also used for special programs and to provide additional specialized facilities.

The overcrowding situation in the City's schools can be seen graphically in Exhibits 2 through 4 for the elementary, intermediate and high school facilities. Overcrowded facilities will be addressed in the following section on planning factors as they relate to proposed sites for new schools and other factors which impact school enrollment.

Exhibit 3 Intermediate School Boundaries

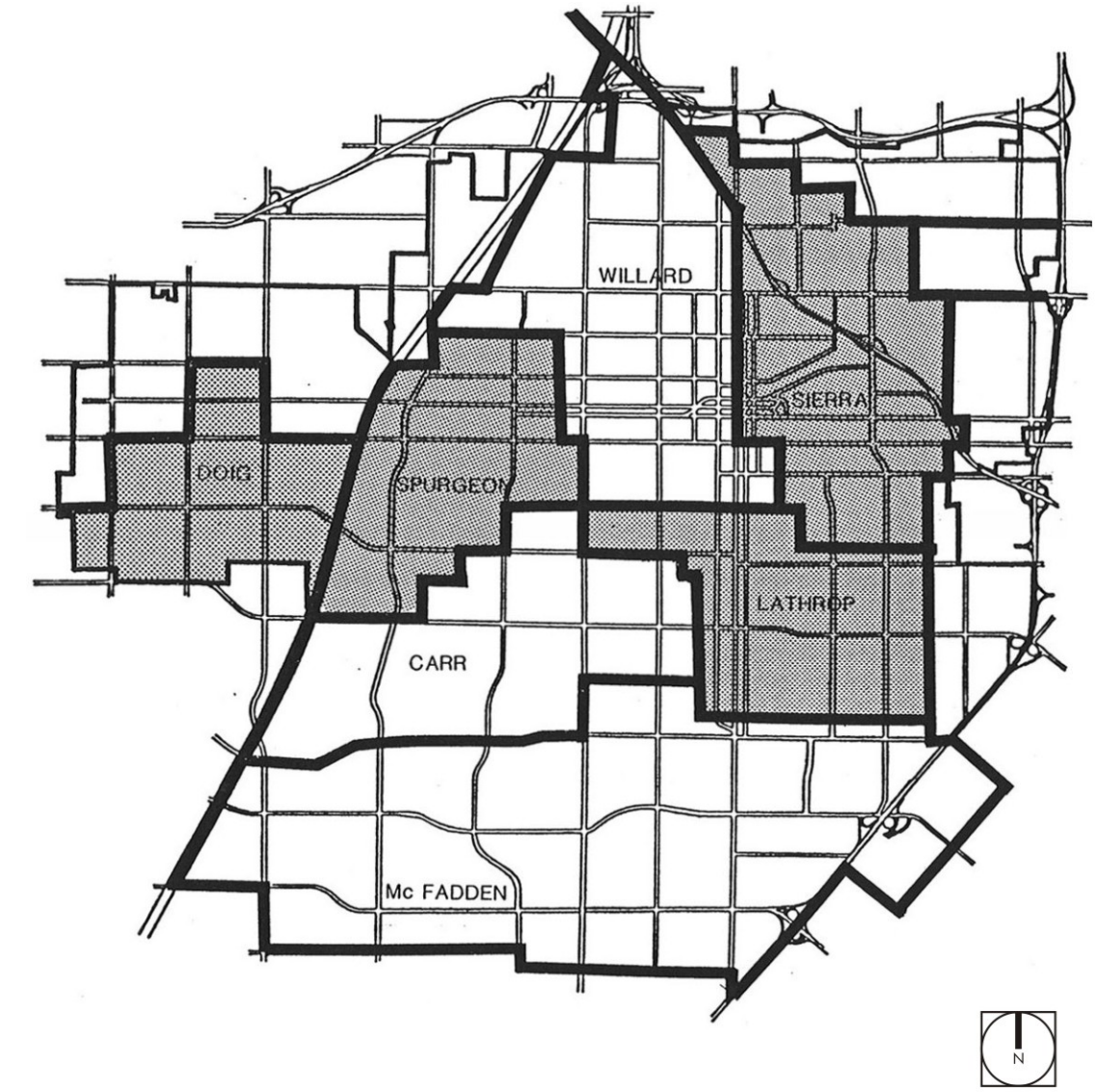

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Exhibit 4 High School Boundaries

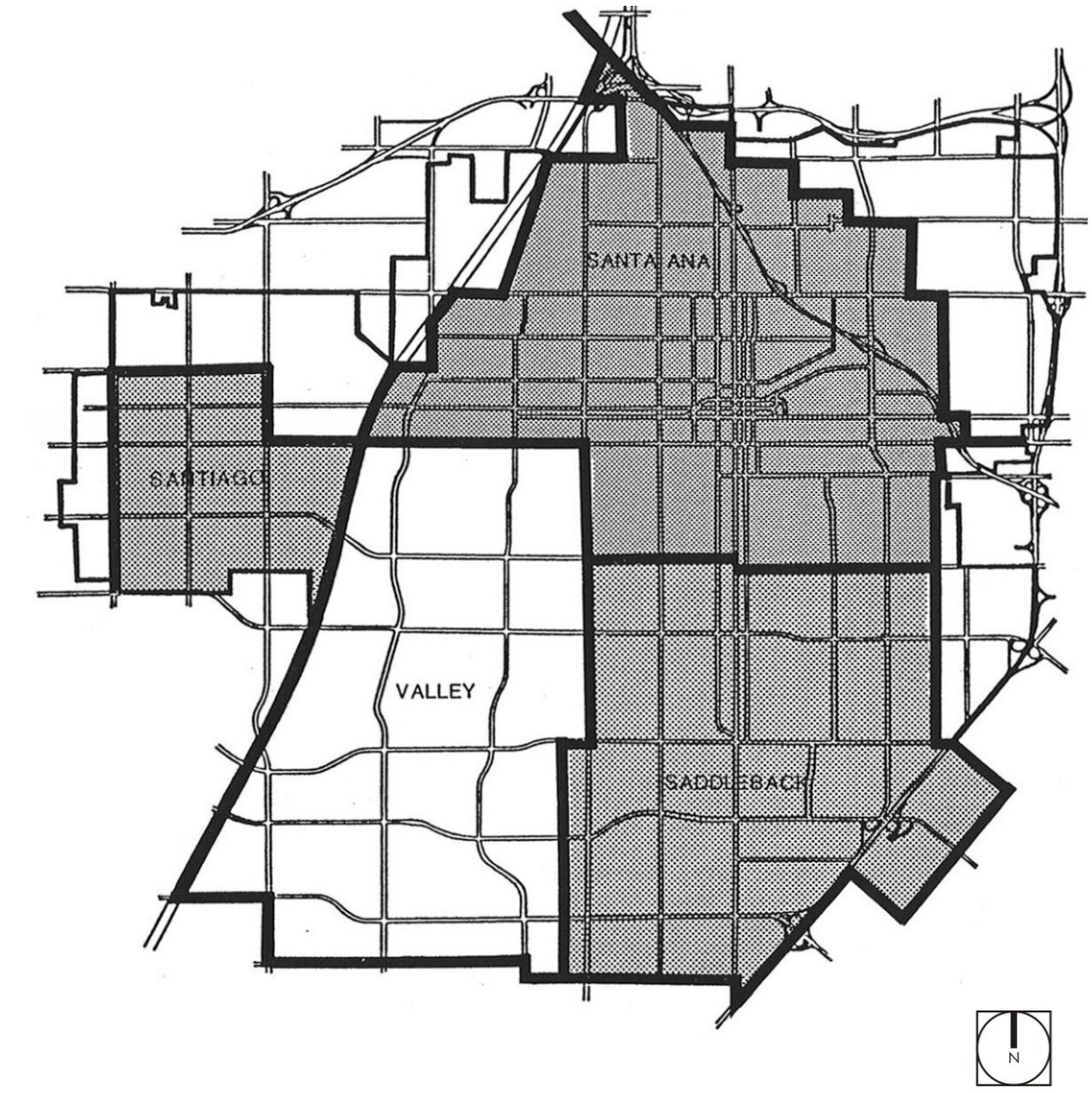

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Table 11
Santa Ana Unified School District
Portable Buildings by School - Fall 1987

	Portables	*Trailers*
Elementary		
Adams	6	2
Diamond	5	2
Edison	7	4
Franklin	8	1
Fremont	0	0
Grant	16	2
Greenville	6	0
Hoover	2	0
Jackson	6	1
Jefferson	2	0
Lincoln	2	4
Lowell	6	2
Madison	15	5
Martin	7	4
Monroe	0	0
Monte Vista	8	5
Muir	8	2
Remington	15	1
Roosevelt	2	4
Santiago	0	0
Sepulveda	0	4
Taft	0	0
Washington	2	3
Wilson	0	0
Intermediate		
Carr	3	1
Lathrop	1	4
MacArthur	24	3
McFadden	1	2
Sierra	5	11
Spurgeon	3	1
Willard	1	2
High School		
Mt. View	15	0
Saddleback	21	4
Santa Ana	8	7
Valley	0	5
Special School		
Harvey	0	0
Mitchell	1	0
Taft H.I.	0	0
Other Sites		
Administration	2	0
TOTAL	**208**	**88**

Table 12
Garden Grove Unified School District
Portable Buildings by School, Santa Ana River Corridor Sites - Fall 1986

	Portables
Elementary	
Clinton	8
Hazard	6
Heritage	7
Monroe	1
Newhope	4
Northcutt	1
Riverdale	9
Rosita	6
Russell	11
Woodbury	3
Intermediate	
Doig	11
Fitz	3
Irvine	1
High School	
La Quinta	3
Los Amigos	0
Santiago	3
TOTAL	**77**

Source: Garden Grove Unified School District, Office of Business Services, April 1, 1987.

PLANNING FACTORS

As indicated earlier in this element, there are many factors that impact student enrollment at any given time. Major determinants of enrollment, however, are population and growth rates, household size, birthrates, migration, and indirectly the City's economy and overall quality of life. This section of the element will discuss some of these factors as they relate to the City's development and long range planning for school facilities.

POPULATION AND HOUSING

The City of Santa Ana's current population is 225,774 according to figures compiled by the California State Department of Finance (DOF). (This figure is based upon DOF's annual housing survey which uses the number of housing units as the basis for determining an area's population). As can be seen in Table 13, the City's population has grown at an average rate of approximately 1.6 percent per year since 1980 when the population was 203,713. This has resulted in

a population increase of 8.1 percent over this time period. Comparatively, the housing stock has increased by an average of only 4.9 percent over that same six year time period from 67,181 in 1980 to 70,487 in 1986. This is an average growth of approximately .67 percent per year. The lack of available housing in the City has created severe overcrowding problems in some of the City's older neighborhoods where the housing is more affordable. Indicative of the overcrowding, the average increase in the number of households over this period was 1.2 percent. According to State guidelines, overcrowding is defined as a household which has more than 1.01 persons per room. The 1980 census reports that approximately 17.2 percent of the City's households are overcrowded. The City's Code Enforcement staff, however, estimates that overcrowded households comprise a larger percentage of the total than is represented by the census. Code enforcement activities as well as the promotion of affordable housing of all types will help to mitigate the overcrowding situation. The overcrowding has resulted in larger household sizes and an inability of the District to predict enrollment based upon standard calculations of expected students per household. While there is no hard data upon which to quantify the impact, undocumented residents and their families contribute significantly to the increased enrollment experienced by the District.

Table 13
Population and Housing 1980–1986

Year	*Population*	*Housing Units*	*Households*	*Persons per Household*
1980	203,713*	67,181	185,118	2.88
1981	208,724	67,960	205,007	3.14
1982	214,539	68,581	210,678	3.18
1983	219,019	68,903	214,914	3.23
1984	220,853	69,381	216,599	3.26
1985	221,637	69,925	217,105	3.24
1986	225,774	70,587	221,675	3.27

Source: California State Department of Finance.
* U.S. Census Bureau.

It should be noted that there is not a direct correlation between increased housing production and an increase in population. Population increases are more a function of job availability; the level and quality of City services, and social and cultural environment/amenities than availability of housing, though housing is a factor. Approximately half of the population increase in the past ten years has not come from new development, but from multiple households sharing existing units. This phenomena is borne out by data in Table 13 from 1981 to 1986 which show a 1.6 percent average annual increase in population; a .67 percent average annual increase in housing units; a 1.2 percent average annual increase in households per year, and an increase from 2.88 persons per household to 3.27 persons per household over this time period.

One of the most important long-term influences upon enrollment figures for the past, present and future is the City's General Plan. The Land Use Element reflects the present and anticipated future development patterns in the City. The knowledge of location and density of housing development is crucial in determining future capital facility needs and potential sites for new public facilities such as schools. New development and redevelopment that has occurred in Santa Ana since the adoption of the revised General Plan in 1982 were based upon heavy use of "Mixed Use Corridors" and "District Centers" as areas targeted for retail, office and higher density multi-family projects. Exhibit 5 indicates those areas of the City that were District Center and Mixed Use Corridor where there was no limit to residential density. Exhibit 5A is the City's current General Plan Land Use Map adopted in June 1987 which reflects significantly lower densities and correspondingly lower student generation potential. Since a 1987 General Plan amendment, unlimited density in the City is now restricted to the immediate downtown area, Main Place area, Hutton Centre, and South Coast metro area as indicated in Exhibit 5A.

RESIDENTIAL DEVELOPMENT

The number of residential units in an area can generally be used as a predictor of school enrollment. As defined in the Housing Element of the General Plan, a "unit" is the place of abode of a person(s) in a single-family dwelling or in a multi-family dwelling (does not consider the number of bedrooms). As discussed earlier, because of the extent of overcrowding in Santa Ana, the number of residences is not an accurate predictor of enrollment, but it can be used as an indicator. For purposes of predicting future enrollment, it is important to look at development trends and consider the new residential development in conjunction with existing housing data. Exhibit 6 is a graphic display of the new residential development that has been permitted between 1984 and 1986 in Santa Ana. As the corresponding data in Table 14a indicates, the amount of new residential construction approved trebled from 617 in 1984 to 1,737 in 1986. The Housing Element of the General Plan, which was prepared in 1984, stated a goal of 1,534 as the average annual increase in units through 1989. From 1984-86, multi-family development accounted for 97 percent of all new development, as only 126 of the 3,551 units were single family. Even though areas designated for low density single-family land use is more than four times the areas designated for medium to high density residential, the vast majority of new development has been in multi-family projects. One reason for the few single-family developments is the dearth of parcels large enough to accommodate new single-family developments. Further, most redevelopment in the City has been occurring in areas zoned for multi-family projects that were originally developed with single-family units.

Exhibit 5 General Plan Land Use Map

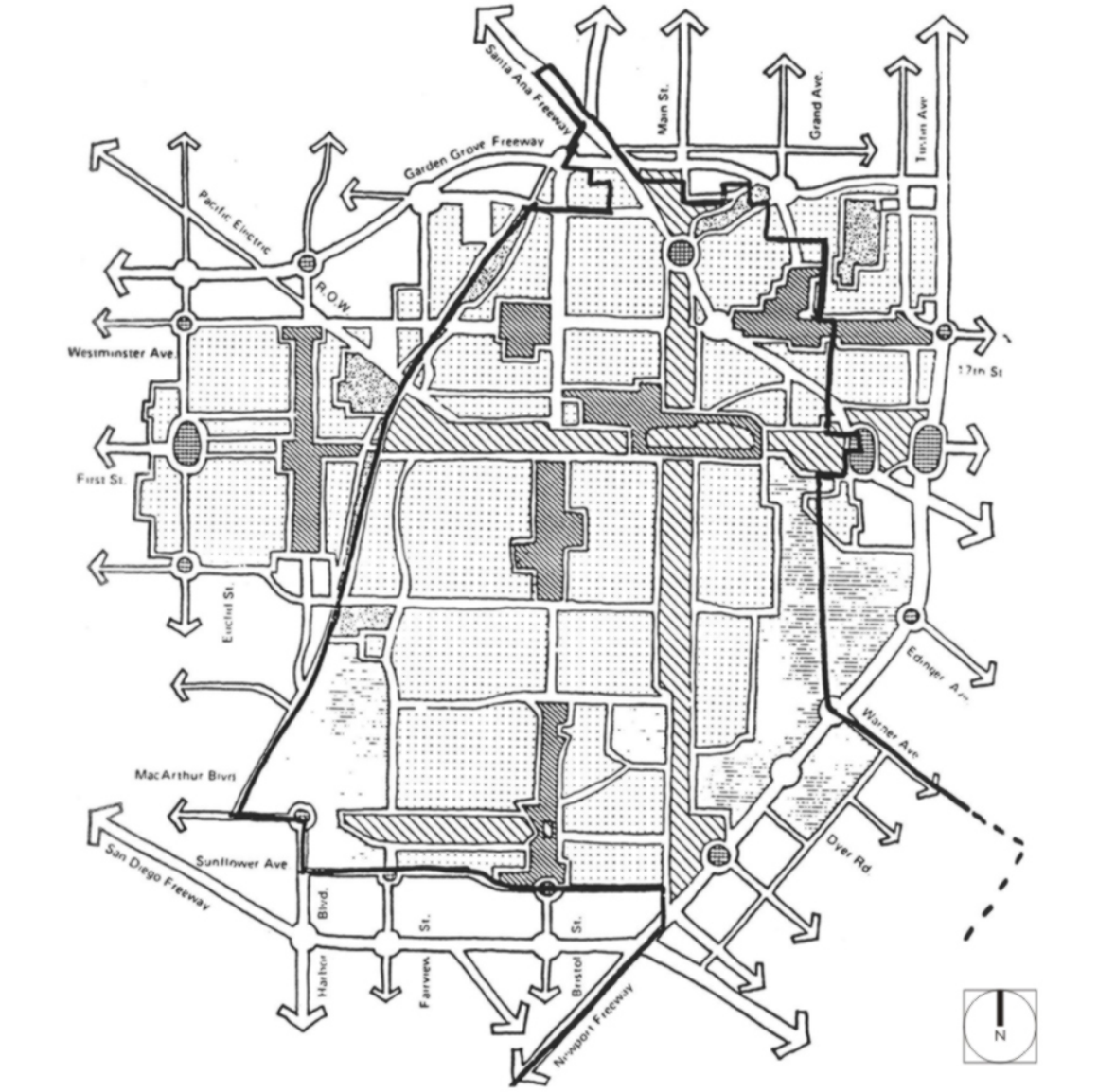

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Exhibit 5a General Plan Land Use Map

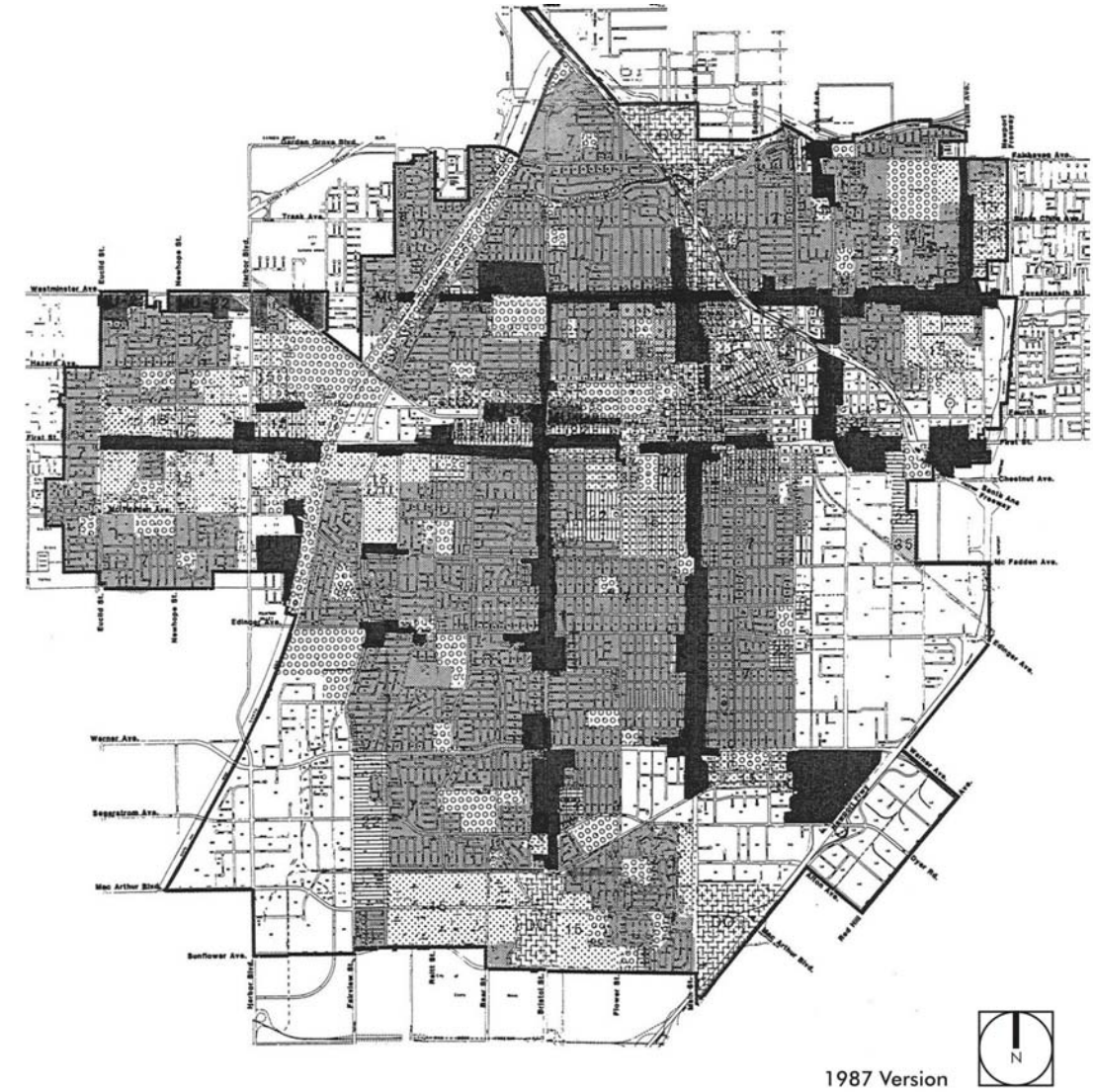

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Exhibit 6 Residential Development 1984–1986

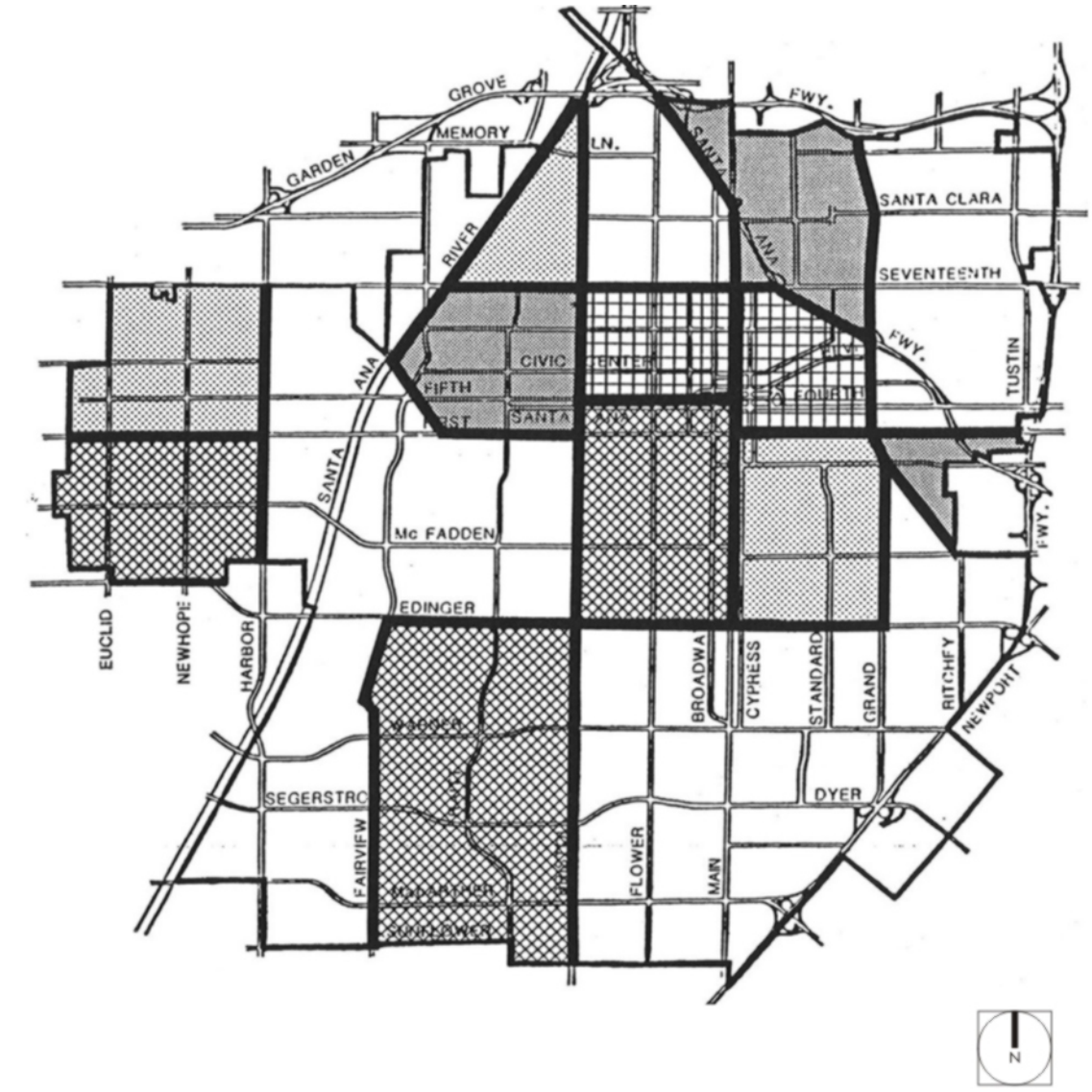

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Table 14a
Residential Developments
1984-October 1986

	Total Sq. Ft.	*No. of Dwelling Units*	*Average sq.ft. Per Dwelling Unit*
1984			
Multi Family	561,825 sq. ft.	611	920 sq. ft.
Single Family	6,612 sq. ft.	6	1,102 sq. ft.
Total	**568,437 sq. ft.**	**617**	
1985			
Multi Family	726,851	962	756
Single Family	131,651	109	1,207
Total	**858,502**	**1,071**	
1986 Jan. to Oct.			
Multi Family	1,468,333	1,726	850
Single Family	17,309	11	1,573
Total	**1,485,642**	**1,737**	
TOTAL 1984-86	**2,912,581**	**3,431**	

The downtown area of Santa Ana has seen the most development activity in terms of new residential construction. This area is generally bound by Seventeenth Street to the north, First Street on the south, Bristol Street on the west and the Santa Ana Freeway on the east. This area has had more than 500 new units approved since 1984. Up to five hundred units have been approved for the area immediately southeast of downtown. Most of these units have been in the Eastside neighborhood. Areas west of the Santa Ana River north of First Street, and east of Santa Ana River north of Seventeenth Street also have up to 500 new units approved for development. New residential development west of the river south of First Street has been in the 100-300 unit range. These developments will impact the Garden Grove School District.

Table 14b
New Residential Development in Santa Ana
1984–December 1986

	Total Sq. Ft.	*No. of Dwelling Units*	*Average sq.ft. Per Dwelling Unit*
1984			
Multi Family	561,825 sq.ft.	611	920 sq.ft.
Single Family	6,612 sq.ft.	6	1,102 sq.ft.
Total	**568,437 sq.ft.**	**617**	
1985			
Multi Family	726,851	962	756
Single Family	131,651	109	1,207
Total	**858,502**	**1,071**	
1986 Jan. to Dec.			
Multi Family	1,468,333	1,878	850
Single Family	17,309	14	1,573
Total	**1,485,642**	**1,892**	
TOTAL 1984-86	**2,912,581**	**3,586**	

While the impact of much of the City's approved residential development has not yet been felt in school enrollment because many of these units have not yet been constricted, there is an indicator of the number of students that will be generated from these units. "Impact of Residential Development on School Enrollment in Santa Ana," a study conducted by Cotton/Beland/Associates in March 1986 (Appendix A), provides data that indicate the number of students generated by both single-family and multi-family developments. This report states that "Census data and building permit data from the City together with recent population projections from the California Department of Finance, indicate that increases in school population have probably resulted from changes in household size and structure much more than from growth due to new construction. In addition, apartment development would be expected to have little impact on school enrollment, particularly for large projects." This view is supported by the fact that of the 15 elementary schools that are currently over capacity, only four (Lowell, Grant, Remington and Roosevelt) are located in the high growth areas of the City (300 + new units). Four of the proposed sites are in medium growth areas (25-300 units) and five are in areas of low growth (0-100 units) based on units permitted over the past three years. The location of the proposed 11 new elementary school sites are shown in Exhibit 7. These facilities will be discussed further in the following section on Housing Alternatives.

Exhibit 7 Proposed School Sites for SAUSD

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Based upon the data presented above, it is apparent that the City will continue to experience population growth and much of this growth will be in the Spanish-speaking segment of the City's population. Because females in this group have a higher than average birthrate, it is expected that the school enrollment figures will likewise continue to rise. The overcrowding situation in the City's housing stock is also expected to continue even given the significant increase in new units approved over the past few years. While construction of new residential projects will relieve overcrowding in the short-term, the subsequent slowdown in new development coupled with the increase in population is expected to render a continued shortage in the amount of available housing.

FACILITIES NEEDS AND HOUSING ALTERNATIVES

The enrollment and population data presented in this element support the contention of the SAUSD Community Task Force on School Facilities in their 1984 report: "Santa Ana will continue to experience growth within its school age population considering the fact that nearly every school currently exceeds its design capacity (82%), and the above-mentioned growth, it is obvious that any new growth will necessitate the need for additional classroom space." Because there are simply not enough classrooms in current school facilities to meet student housing needs, new construction has been the obvious focus of the SAUSD's long range planning.

In Garden Grove, the alternative of new construction is not available because of State restrictions on construction in areas of declining enrollments. This puts the GGUSD in a position of serious shortage of classroom space because even though enrollments have declined districtwide, in the area of Santa Ana west of the River, enrollments are increasing and facilities there are already experiencing overcrowding. In the Orange and Tustin Districts where there is similar districtwide declining enrollments, overcrowding in Santa Ana schools or those that serve Santa Ana students is not the problem it is in other districts.

The first consideration regarding new facilities in Santa Ana is their location. State standards recommend at least 10 acres for an elementary school, 20 acres for an intermediate and 40 acres for a high school. Acreage of these sizes are very scarce in Santa Ana, particularly in the City's built-up core. While the City does not have the responsibility or the authority to identify and approve school sites, there are land use considerations that it uses to consider the appropriateness of sites. The SAUSD has identified 11 elementary school sites and one high school site, all of which have approved funding from the State. These sites are indicated in Exhibit 7.

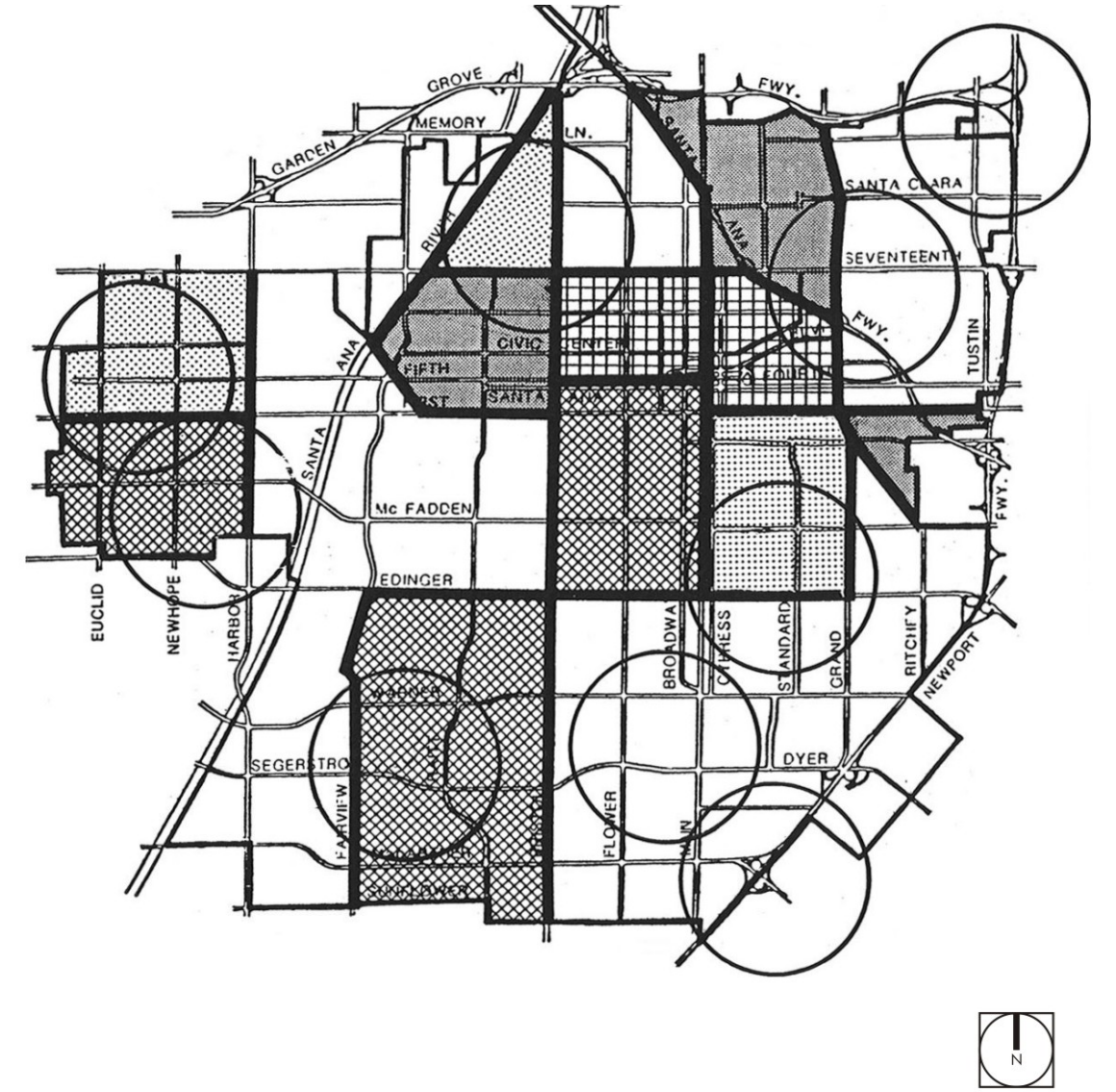
The Districts are legally mandated to comply with selection responsibilities set forth in the State Department of Education's "School Site Selection and Approval Guide." The criteria established in this guide are more comprehensive in scope than the City's criteria which primarily addresses the land use compatibility issue

of site selection. The guide is available at local District offices or the State Department of Education, 721 Capitol Mall, Sacramento, CA 95814.

The areas determined to be potential school sites based on population growth and new residential development are indicated in Exhibit 8. The circles in this Exhibit indicate spheres of influence or "service areas" which will generate the student population of a future facility in these areas. In working with the District to identify school sites as the need arises, the City will utilize the abovementioned criteria to evaluate recommended sites. Item seven above is an option that is currently being used by the SAUSD to alleviate the severe overcrowding in elementary schools over the next two to three years until new facilities are constructed. At least three park sites are being utilized for the location of portable classrooms to service adjacent school sites. More information regarding these agreements between the City and the District are discussed in the following section. Other housing alternatives also considered viable have been identified in the "Five Year Plan for Student Enrollment and Housing 1984-1989" prepared by the District. These alternatives are:

- **New Construction.** One of the most obvious alternatives for student housing is the construction of additional permanent classroom space. This alternative is being pursued by the SAUSD for the construction of 11 elementary schools and one high school to satisfy housing needs over the next five years. New construction is, of course, limited by the availability of funds from the State. Eleven proposed elementary schools and the high school mentioned earlier have been approved by the State. Because of declining enrollments District-wide, new construction is not an alternative for consideration by the Garden Grove District.
- **Portable Housing.** Both the GGUSD and the SAUSD have long made it a practice to utilize portable classroom facilities to meet "temporary classroom needs." Enrollment fluctuations between various neighborhoods in the City have been most economically served by the use of portable classroom facilities. When such facilities are no longer needed at one school, they are usually in demand at several others. There are several concerns regarding the use of portables. The first is that while they provide additional classroom space, there comes a point in time in which increased school size places demands on other such facilities which portables cannot normally address. For example, restroom facilities and lunch-serving capacities at some sites are hard pressed by the expanded enrollment possible through the use of portables. Portable classrooms have relieved the instructional overcrowding at these sites, but exacerbated other overcrowding problems. Another negative aspect of the use of portables is that these units, while temporary, are included as classroom space for the purposes of the distribution of new school construction funding. If these classrooms are leased rather than purchased, they would not be included and the leasing District would be in a more favorable position to obtain Green Act funding for new school construction.

Exhibit 8 Potential School Sites



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- **Boundary Changes.** Together with the use of portable classrooms, boundary changes have been the alternative most often used to meet changing student housing needs in the City during the last 20 years. This was essentially the method used in the SAUSD to equalize enrollment between District intermediate schools last year. That it is not always completely successful demonstrates this alternative's short term nature.
- **Alternative Schools.** The lack of boundaries is also an alternative which can e used to effectively meet student housing needs. Alternative schools, such as the fundamental school program, with their "open enrollment" help to reduce overcrowding. Other forms of alternative programs or "magnet schools" could serve as a viable method to house students who would normally otherwise be in an overcrowded neighborhood school. Another type of magnet school which could lead to the reduction of overcrowding at the high school level would be the creation of "mini high schools." These would be programs for several hundred students which could become an integral part of the District's Applied Curriculum Program or the "strand" concept which is in the implementation process. For example, a program stressing electronics might be housed in a factory or other similar industrial facility in an area which contains several large electronics corporations. The curriculum would be oriented around the academic requirements of both the District and the electronics industry. The proximity to these types of business would be necessary to provide the working partnership between the District and its quality academic program, and the practical skills and knowledge of the specific industry.
- The housing alternatives discussed above include only physical considerations such as structures and boundaries which affect long range planning. Other factors which impact long range planning are programmatic and economic factors which this element only briefly discusses because these factors are not within the City's control. These factors are addressed in the following section on constraints and opportunities.

CONSTRAINTS AND OPPORTUNITIES

STATE SCHOOL CONSTRUCTION FUNDING

Since the Proposition 13 tax code changes went into effect in 1978, the public schools in California rely on the State for operating and construction funding. Because this element focuses on planning for the physical expansion and new construction of schools within the City, financial constraints and opportunities which affect school construction are being considered here. The State authorizes site acquisition and construction funds through an allocation system based on demonstrated need. Each year only a certain amount of money is pledged to new school construction and rehabilitation of older schools. Each school district in the State must compete for this limited amount of funds each year.

Santa Ana's four Unified School Districts must apply to the State Allocation Board for funding for each school built or expanded. Based on current formulas and the extreme overcrowding in schools, the SAUSD is the only district eligible for new school construction at this time. The remaining Districts in Santa Ana are experiencing declining enrollments and are not eligible for funding for new construction. Because of recent legislation and voter approval of bonds, the State will fund the land purchases and construction for 11 new elementary schools in the SAUSD. These funds have only become available this year. Due to past funding formulas that severely restricted any District's ability to successfully compete for State allocations under the Leroy Greene Act, SAUSD was unable to keep up with demand for new classroom space. This has left the SAUSD in a catch-up position even though it is now eligible for at least 11 new schools. The constraints are even greater in the Garden Grove District where parts of the district are experiencing severe overcrowding yet, based upon financing formulas, are still ineligible for new school construction funding.

DEVELOPER FEES

A major opportunity for local school construction funding was adopted by the State Assembly effective January 1, 1987. This legislation regulates the impact fees being imposed on new development in local jurisdictions on a statewide basis. It authorizes school districts to impose fees on new residential, commercial and industrial projects if the district finds that the construction is having a significant impact on demand for additional classroom space. Previously, each city or county jurisdiction would have to adopt impact fees and pass them through to the school district. The new law allows districts to impose the fees independently of local governments and directly assess the developer. These fees are used as the District's required local match for State funding on new school construction. Thus, these fees are being passed through the District to the State.

Adoption of the developer fee legislation resulted in each of the four Unified Districts in Santa Ana enacting resolutions to begin collecting fees on new

developments to serve as the required local match for State allocations for new school construction. The impact of the developer fee program on the availability of funds for new construction will not be determined until they have been in effect for a period of at least one year. There are concerns regarding this program and its application to districts with declining enrollments and those that do not have plans for new construction. As these issues are resolved and the program survives its first year of implementation, we will more clearly be able to determine its benefits to Santa Ana.

CITY FUNDING OF LOCAL SCHOOL CONSTRUCTION

In 1985, the City of Santa Ana City Council authorized a special fund of eight million dollars to assist the SAUSD in purchasing new sites and constructing new schools. The eight million dollars is based upon redevelopment revenues and will be accrued over a period of at least four years. The City acknowledged the need for this extraordinary arrangement based on the School District's desperate need for classroom space to serve the existing community. This response was taken to mitigate impacts on the School District from expected continued residential growth in the City. The City has also established a joint-staff committee to work with Garden Grove District to identify alternatives to mitigate the impacts of new development west of the Santa Ana River on school enrollment in that District. Tustin and Orange Districts have a very low percentage of Santa Ana students and with declining enrollments, overcrowding has not been an issue.

Traditionally, State funding mechanisms for school construction have been a major constraint because of the restrictiveness of the criteria under which districts were eligible for new facilities. Exacerbating this situation has been the complexity of local public facilities funding initiatives that have been difficult to get public approval. These constraints have led to the severe overcrowding currently experienced by the schools in the City of Santa Ana. Recent State legislation has made construction funding criteria less restrictive and the implementation of the developer fee program is expected to have a significant impact on new construction funding availability. What this means for the City of Santa Ana is that there is finally the opportunity to reduce the overcrowding and subsequently to address other areas of District services to upgrade the quality of education in the community.

GOALS, OBJECTIVES, POLICIES AND PROGRAMS

As in any planning document, the goals and policies established must be supported by an implementation program that assigns responsibility and accountability for achieving the intent of the plan. In this case, achieving the following goals and objectives adopted by City Council will be the primary responsibility of the Planning Department with support and assistance provided as necessary from appropriate School District staff.

GOALS

Goal 1

Provide sufficient cultural, recreational and educational services and facilities to meet the City of Santa Ana's educational needs.

Goal 2

Provide a cooperative foundation with each school district in the City to ensure responses to community education and facility needs.

OBJECTIVES

1. Provide social, recreational and educational services that complement those provided by public and private schools.

2. Provide adequate measures in the City's planning process to promote adequate and appropriate school sites for new schools and/or expansion of existing schools.

3. Create an ongoing partnership with each school district within the City to enhance service and facility planning.

4. Evaluate City policies and the City's General Plan in light of their effects on school planning, forecasting and their ability to provide services.

POLICIES

1. Promote the City's cultural and recreational services so that they may facilitate and enhance the educational programs of all school districts within the City as well as the Rancho Santiago College District.

2. Encourage the shared use of school sites and their facilities as well as other public facilities (i.e., libraries, recreation centers), where appropriate.

3. Plan for increased cultural, recreational and educational programs and facilities within the community to supplement and enrich the Districts' educational programs.

4. Support continued developer participation in the provision of community facilities to meet the cultural, recreational and educational needs of the projected population of the City.

5. Encourage the continued participation of each school district in the City's planning process.

PROGRAMS

1. To amend the Land Use Element of the City's General Plan and the zoning district where appropriate to designate new school sites. These actions will be taken upon the District's acquisition of properties on a site-by-site basis.

2. Establish a City policy requiring a 60-day notification to school districts on the issuance of building permits for properties identified as future school sites.

3. Based on City population and school enrollment projections, assist school districts in identifying potential school sites adequate to handle projected enrollment needs. Prepare periodic reports to City Council outlining recommended planning methods to promote adequate and appropriate site availability to meet these needs.

4. Coordinate City and school district development and expansion plans to maximize joint development where feasible.

5. Enhance City services at the public libraries, Bowers Museum, recreation centers and public parks to supplement and/or complement those services offered by the public and private school systems.

6. Utilize redevelopment powers, developer participation and the City's General fund to provide new facilities or enhance existing facilities for additional cultural, recreational and educational services.

7. Continue to provide City staff assistance and coordination to school districts in the areas of site selection, site design, traffic control, circulation and site acquisition.

8. Work with school district staffs to create and maintain a shared data base for planning and forecasting purposes.

9. Cooperate with City school districts to share park sites for temporary school facilities where the City deems feasible for satellite schools, expansion of existing schools and the "hop-scotch" plan of new school construction (see SAUSD report title "K-S Housing Alternatives-Winter 1986").

10. Encourage each school district to collect necessary project information from residential developers at the time of payment of impact fees. This information can be verified by the City when the project is complete and a Certificate of Occupancy is issued.

11. Analyze all discretionary actions for impacts on cultural, recreational and educational services and facilities within the City.

12. The Planning Department shall prepare and present a report to the Planning Commission on the implementation of this element on an annual basis. The Planning Commission shall in turn forward the annual report to the School Board and City Council. The report should include progress regarding programs, policies and objectives of the Element.

13. This Element shall be updated not less than twice within the next five years at the direction of the Planning Commission.

Appendix A

APPENDIX A

IMPACT OF RESIDENTIAL DEVELOPMENT ON SCHOOL ENROLLMENT

CITY OF SANTA ANA

March 7, 1986

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IMPACT OF RESIDENTIAL DEVELOPMENT ON SCHOOL ENROLLMENT

Introduction

Schools in Santa Ana have recently experienced a dramatic increase in enrollment. This increase has not been accompanied by an equivalent increase in housing construction.

The purpose of this report is to summarize information available from the U.S. Census and other sources to identify the potential impact of new housing construction on school enrollment.

Summary and Conclusions

Census data and building permit data from the City, together with recent population projections from the California Department of Finance, indicate that increases in school population have probably resulted from changes in household size and structure much more than from growth due to new construction. In addition, apartment development would be expected to have little impact on school enrollment, particularly for large projects.

Santa Ana Population Characteristics

Detailed population characteristics are available for the City of Santa Ana only for years in which the U.S. Census is taken, and are not available for the period of principal concern, 1980-1985. However, information from the 1980 Census is useful in providing a view of the population in that year which can provide a context in which to view recent school enrollment increases.

Table 1 summarizes 1980 population and housing characteristics for the City based on the 1980 Census.

Santa Ana Population and Housing Growth

The figures on the following pages summarize information about Santa Ana's growth in population, housing and school enrollment from 1970 through 1985.

Figure 1 on page 3 illustrates the growth in the City's population from 1970 through 1985, as well as growth in number of dwelling units for the same period. Estimates for 1970 and 1980 come from the U.S. Census. Estimates for intervening years and years since 1980 are from the California Department of Finance, the source of official estimates of population of California cities.

Figure 2 is based on Figure 1, and shows only the rate of change from one year to another in population, housing and school enrollment in the Santa Ana Unified School District. From 1970 to 1980, the rate of housing growth and the rate of population growth tend to run together. After 1980, however, the rate of population growth substantially exceeded the rate of growth in dwelling units. This change indicates that (1) people were occupying a larger percentage of the available housing stock, (2) more people were living in each dwelling unit, or both. School enrollment after 1980 grew at a rate exceeding that of either housing or population.

TABLE 1

SANTA ANA POPULATION CHARACTERISTICS, 1980 CENSUS

Total Population	203,713
Total Housing Units	67,163
Occupied Housing Units	64,038
Vacant Units	3,125 (4.65%)
Multiple Family Units	23,041 (34.3%)
Persons per Dwelling Unit	3.03
Age 5-17 years	43,195 (21.2%)
Age 5-17 years per dwelling unit	0.64

Source: Orange County Board of Supervisors, "1980 Census Report, Volume 3A, Selected Population and Characteristics," and "1980 Census Report, Volume 3B, Selected Housing and Household Characteristics," March 1982.

Figure 3 illustrates the change in occupancy of the housing stock, measured in persons per dwelling unit, from 1970 to 1985, based on Figure 1. From 1970 to 1980, the number of persons per dwelling unit dropped from 3.11 to 3.04, a drop of 2.3%. From 1980 to 1985, the number of persons per dwelling unit has increased from 3.04 to 3.17, an increase of 4.3%. During this period, the California Department of Finance estimated that the City's population increased from 204,001 to 221,800, an increase of 17,799 people of 8.7%. The simple increase in persons per unit of 4.3% would account for an increase of 8,772 people over this time period. During this same period, the Santa Ana Unified School District's total enrollment increased from 28,708 for 1979-80 to 35,265 for 1984-85, an increase of 22.8%, or nearly three times the increase for the general population for that period.

Figure 4 compares the growth for City population, housing, and Santa Ana Unified School District enrollment using 1980 as a base year to which all figures are adjusted. This figure clearly shows the growth in school district enrollment dramatically higher than the rate of growth in either housing or general population of the City. In addition, the figure shows a significant change from a previous flat enrollment trend to a current rapid growth trend.

Clearly the increase in enrollment in the school district during this period resulted from factors other than new construction or even a general increase in population in the City from increased utilization of the housing stock. Other factors such as changes in family formation, changes in racial and ethnic balance and other factors have played a role in this increase.

Figure 1

Santa Ana Schools Impact Analysis

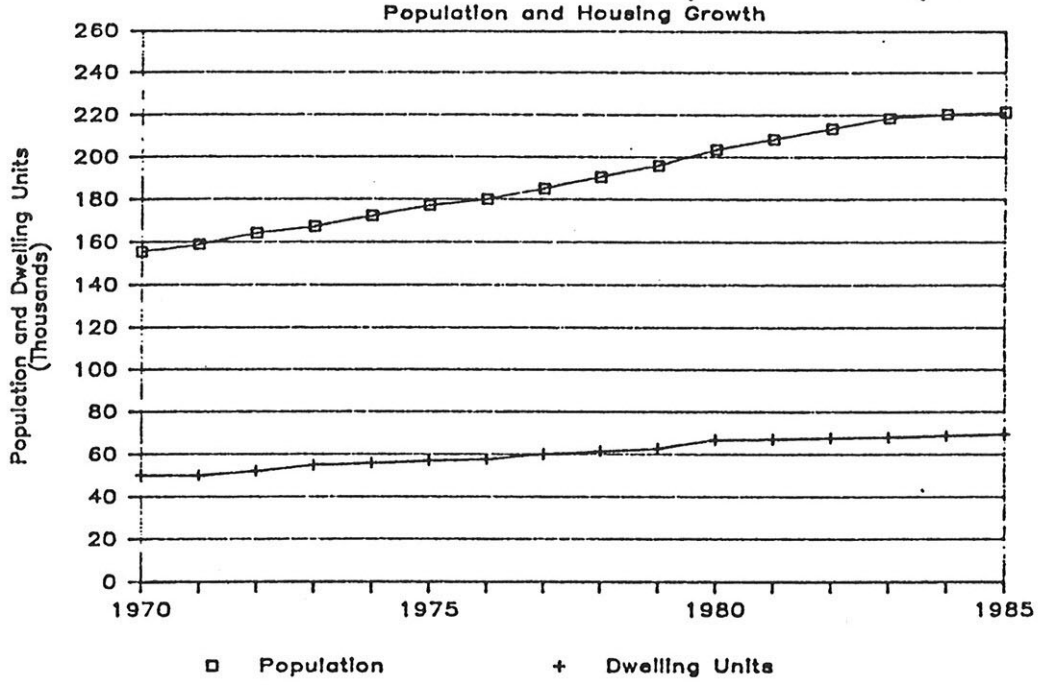


Figure 2

Santa Ana Schools Impact Analysis

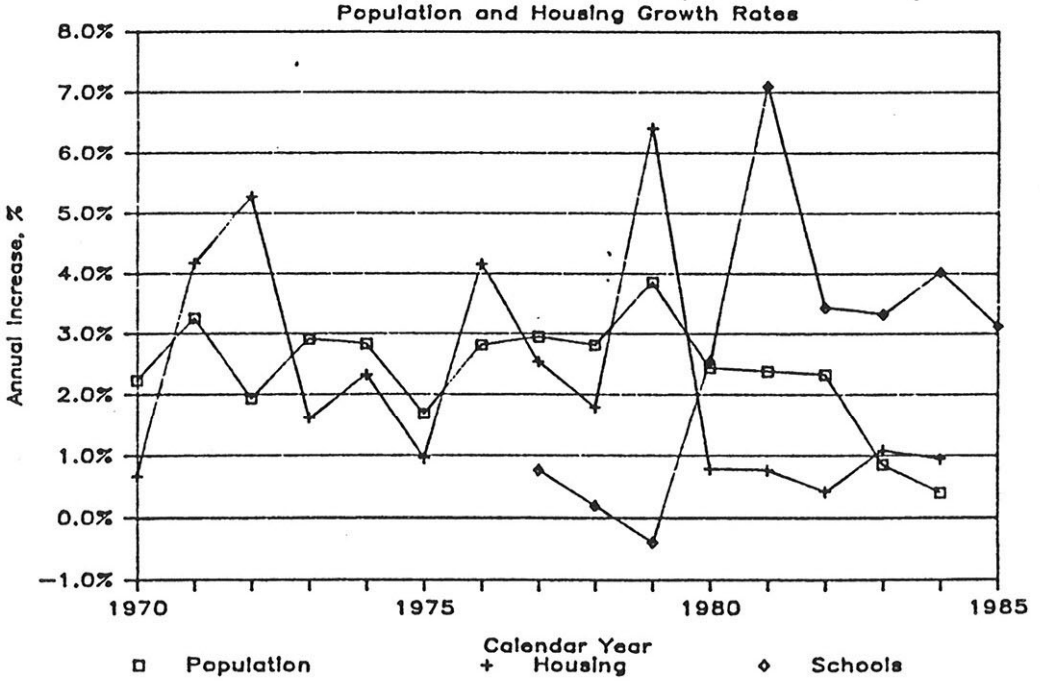


Figure 3

Santa Ana Schools Impact Analysis

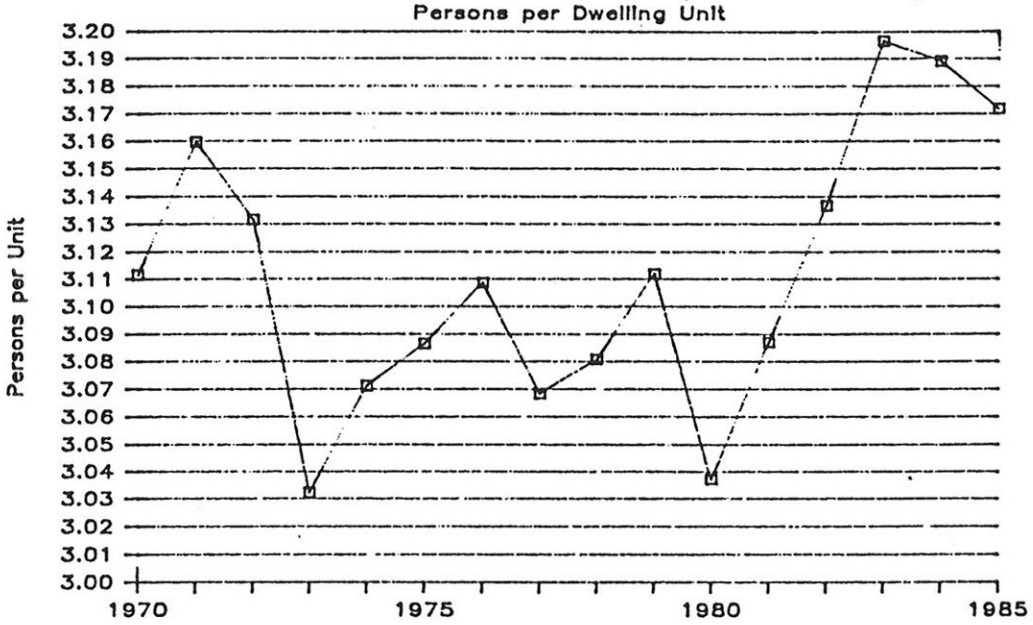
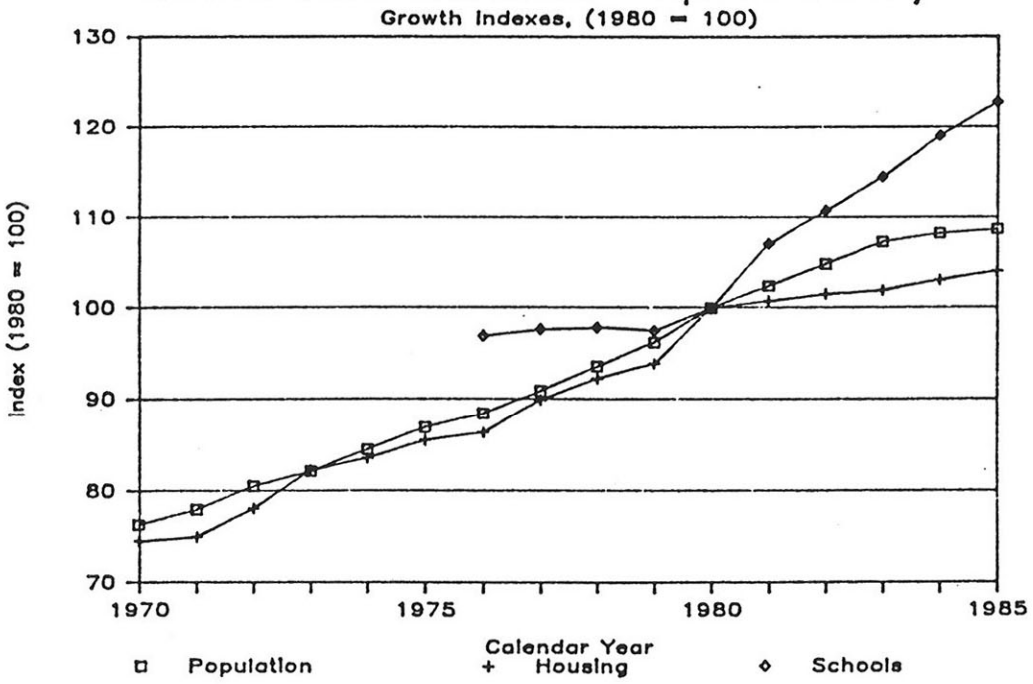


Figure 4

Santa Ana Schools Impact Analysis



Unit Type and Student-Age Population

Table 1 indicates that at the time of the 1980 Census, there was an average of 0.64 persons age 5 to 17 per household throughout the City. Analysis of the Census data indicates that it is probable that most of these persons live in single family units or duplexes rather than in larger apartment complexes. Because the Census does not provide reports cross referencing age group and housing type, the housing characteristics of the school age population must be inferred from other information available.

The Census provides detailed age breakdowns at the Census Tract level and a more limited breakdown at the block level. Housing data is available indicating the number of single units, units in structures of 2 to 9 units, and units in structures with 10 or more units by either Census Tract or Census Block.

Figure 5 on page 6, based on the 1980 Census, indicates the number of persons below age 18 per dwelling unit as a function of the percentage of dwelling units in structures with 10 or more dwelling units in the structure.

The squares on the graph are the individual data points for the 108 Census blocks in the City with more than 100 dwelling units. The heavy line is the best fit least squares linear regression line to the data points.

The data indicate, as one might expect, that Census blocks with a high percentage of larger apartment units tend to have fewer residents below age 18. As is clear from the graph, not all points lie on the line, indicating that some Census blocks have a variety of unit types and some units in large structures have a larger number of persons below age 18. The correlation coefficient (r) for this relation is only -0.42, yielding an r^2 value of 0.18. This value indicates that although population below 18 is related to the number of units located in structures with more than 10 units, only 18% of the variance in residents below age 18 in these blocks can be explained by this factor.

Using Census tract data, one can obtain more precise age data, but one must use a much larger geographic area which is likely to contain a wider variety of housing types. Figure 6, based on census tracts, compares the same statistic in Table 6 (percent of units in structures with 10 units or more) for the 52 Census tracts in Santa Ana to the average number of people aged 5 to 17 in each dwelling unit.

The least squares regression line shows a much stronger correlation in this case, with a correlation coefficient of -0.64, and an r^2 of 0.41, indicating that 41% of the variance of the age distribution can be explained by the variation in percentage of units in large structures. The stronger correlation may be partly a result of the elimination of the 0 to 4 age group from the sample.

Figure 5

Santa Ana Schools Impact Analysis

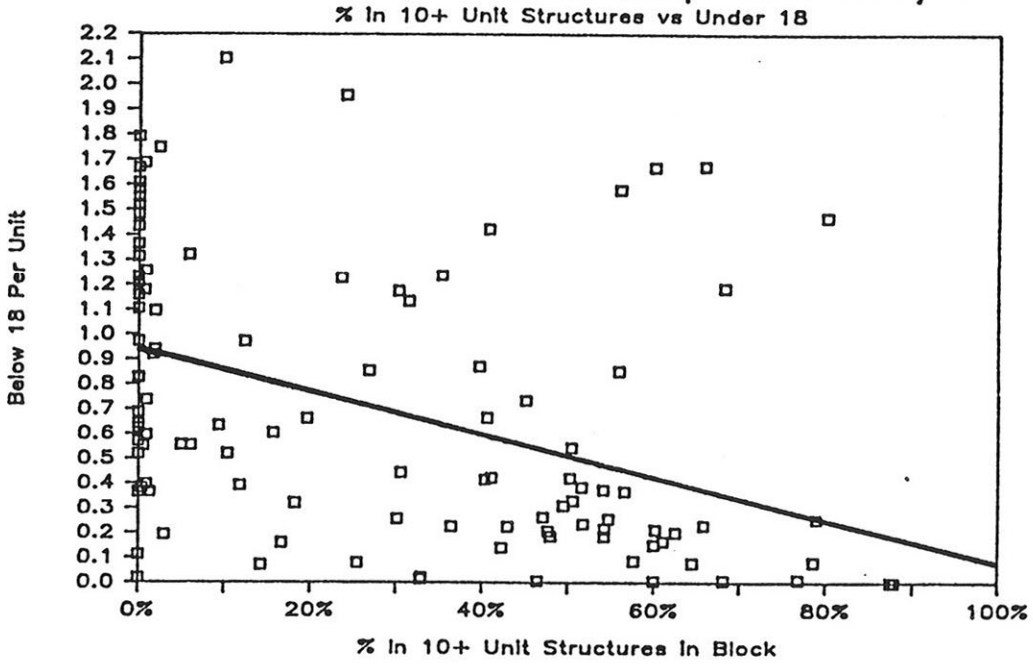


Figure 6

Santa Ana Schools Impact Analysis

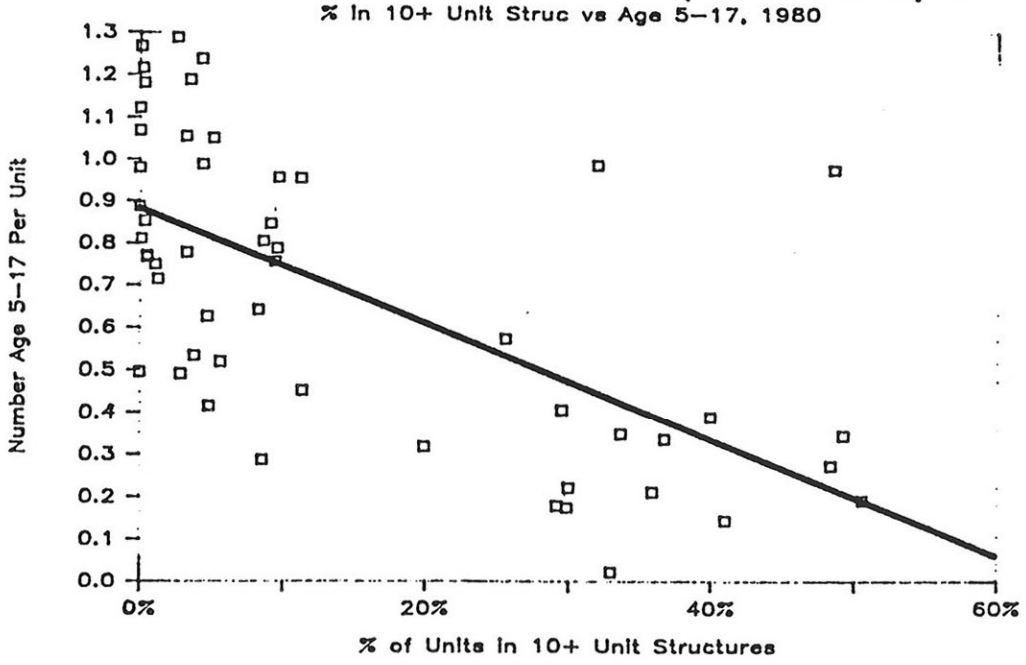


Figure 7

Santa Ana Schools Impact Analysis

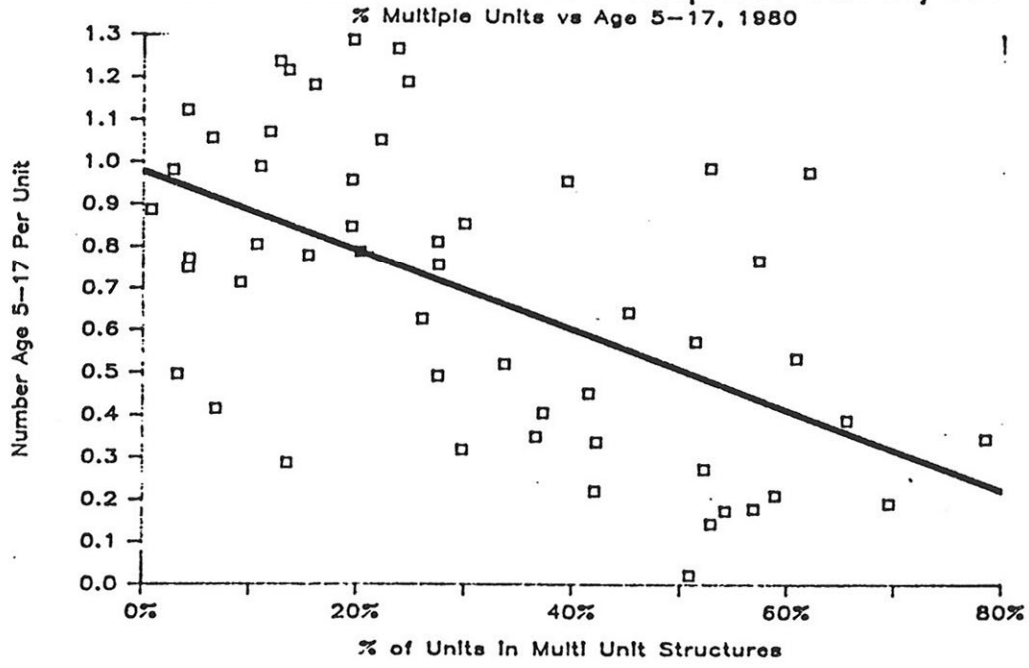
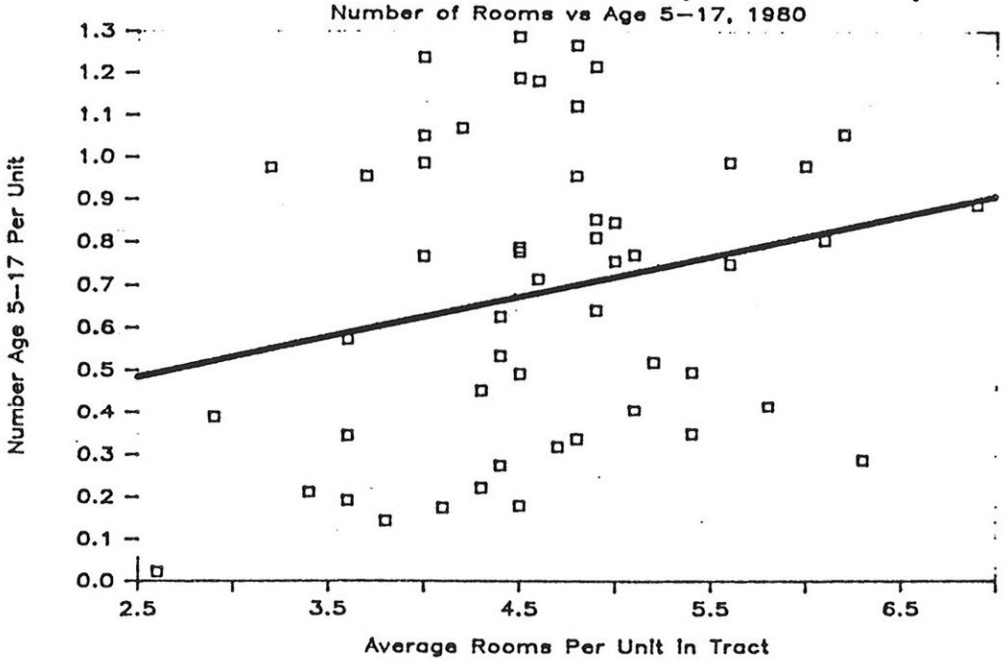


Figure 8

Santa Ana Schools Impact Analysis



Based on the least squares regression line, one would expect a tract with 100% of dwelling units within large structures to have very few school-age residents.

Figure 7 compares the percent of all units in multi-unit structures (including duplexes) to the average number age 5-17 per dwelling unit. This figure also indicates that multiple units tend to have fewer residents of school age. The correlation coefficient in this case is -0.56, with an r^2 value 0.32, a weaker relation than that of Figure 6, but still an important predictor of school-age population.

Figure 8 compares the average number of rooms per unit in each Census tract to the number of residents aged 5 to 17 per unit in the tract. This relation shows a very weak correlation, indicating that at least at the tract level, the average number of rooms per unit is not a good predictor of the student generation. The correlation coefficient for this relation is only 0.23, r^2 value 0.054, indicating only 5% of the variance is explained by this factor.

Estimating Population Age 5-17 for Housing Developments

Census data suggests that housing type is strongly correlated to age structure of the resident population.

Of the 67,161 dwelling units in the City tabulated in the 1980 Census, 44,121 were in single-unit structures. If the entire school-age population were assigned to these single family units, an average of 0.98 persons aged 5-17 would be expected for each dwelling unit. In fact, some school-aged residents are likely to live in multiple-unit structures. The school-aged population would be expected to be less as unit size decreases, and less as number of units in the structure increases. Not all the school-aged population would be expected to enroll in public school.

Although census data cannot provide a definitive answer to the number of school-age residents expected, the following conclusions are considered justified:

(1) Single family homes are the predominant source of school-age population, and would be expected to result in 0.7 to 1.4 students per unit, with larger units expected to have larger school-age population.

(2) Multiple family units in general would be expected to have substantially fewer school-age residents, with perhaps 0.1 to 0.4 per unit a typical range for most projects.

(3) Large multi-unit projects would be expected to result in very few school-age residents, with perhaps 0.05 to 0.15 a typical range per unit for projects of greater than 10 units.

Student generation factors would be expected to vary depending on the characteristics of projects, and factors such as unit size, number of bedrooms, open space and other amenities would be expected to affect student-age population.

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