

4.13 Population and Housing

This section describes the existing population and housing conditions of the project site and vicinity, identifies associated regulatory requirements, evaluates potential impacts, and identifies mitigation measures related to implementation of the proposed project.

4.13.1 Existing Conditions

Project Site

The project site consists primarily of active agricultural fields with equipment storage and laydown areas in the northern portion of the site. According to the California Department of Conservation, the site is designated as prime farmland, with a small areas of unique farmland (DOC 2024). The current Irvine General Plan designation for the project site is Recreation and the current zoning is 1.5–Recreation (City of Irvine 2022), although no recreational uses are currently occurring on site.

Regional Setting

Population Trends

The City of Irvine (City) is located in the southern portion of Orange County within the Southern California Association of Governments (SCAG) metropolitan planning organization, within the Orange County subregion. As the region’s planning organization responsible for growth projections and planning efforts, SCAG develops regional housing, population, and employment growth forecasts for local governments. As shown in Table 4.13-1, both SCAG and the City have experienced an increase in population since 2000. The SCAG region’s current population of approximately 19 million (as of 2020, according to the most recent data available) is expected to increase by approximately 8.7% to reach a population of approximately 21 million by 2045.

Table 4.13-1. Irvine and SCAG Population Growth

Jurisdiction	Population				Percent Change	
	2000	2010	2020	2050 Forecast	2000–2010	2010–2020
City of Irvine	143,072	212,375	307,670	327,664	48.4%	44.9%
SCAG Region	16,516,703	18,051,534	18,824,382	20,909,000	9.3%	4.3%

Source: City of Irvine 2024; SCAG 2024a.

Note: SCAG = Southern California Association of Governments.

Housing

The Regional Housing Needs Assessment (RHNA) quantifies the need for existing and future housing for a planning period for each jurisdiction and allocates housing units based on income. The housing need is based on current and expected population, employment, and household growth. Communities use RHNA in land use planning, prioritizing local resource allocation, and deciding how to address identified existing and future housing needs resulting from population, employment, and household growth (SCAG 2025).

Housing production at the regional level is currently not projected to keep pace with population growth in the Orange County subregion. The RHNA identified the need for 183,861 housing units in Orange County from 2021 to 2029, which would necessitate development of approximately 22,983 units per year over the 8-year period. Housing production statistics show the Orange County subregion falling well short of estimated need (Table 4.13-2)

Table 4.13-2. County of Orange Subregional Housing Growth

Jurisdiction	Residential Building Permits Issued (Number of Units)					2021–2029 RHNA Allocation	Average Units Needed Per Year to Meet RHNA	Average Units Permitted Per Year (2016–2020)	Est. Annual Shortfall with Current Trajectory
	2016	2017	2018	2019	2020				
County of Orange	11,523	9,511	7,515	8,989	6,027	183,861	22,983	8,713	14,270

Source: HUD 2025.

Note: RHNA = Regional Housing Needs Assessment.

Local Setting

Population Trends

As of 2023 (the most recent available data), the City has a population of approximately 314,550 people (City of Irvine 2025). As of 2019 (the most recent data available), the City has 108,600 households (SCAG 2024a). As shown in Table 4.13-1, between 2000 and 2010, the City's population increased 48.4%, gaining 69,303 residents. Between 2010 and 2020, the City's population increased 44.9%, gaining 95,295 residents. SCAG and the City's Housing Element estimate that the City's population will reach 327,664 in 2045, a 6.5% increase over the 2020 population (City of Irvine 2024; SCAG 2024a). On an annual basis, the City's population has grown by 3% per year, while the SCAG region as a whole has experienced a growth rate of 0.7% per year (City of Irvine 2022).

Employment Trends

Employment and job growth have a strong influence on population trends and housing needs. Education and social services and professional services are the most common occupations in the City, employing 30% and 19% of employees, respectively, with the University of California, Irvine, being the single largest employer (City of Irvine 2022). Many people who work in Irvine do not live in the City; thus, its daytime population almost doubles during the typical workweek (Monday through Friday) because the City draws workers from other cities in Orange County and nearby San Diego, Los Angeles, and Riverside Counties (City of Irvine 2022).

Overall Projected Growth

Table 4.13-3 shows SCAG growth projections for the City, broken down by population, households, and employment.

Table 4.13-3. SCAG Growth Projections for the City of Irvine

Growth Category	Existing (2019) ^a	SCAG Projected (2050)	Increment
Population	306,900	327,664	20,764 (6.8%)
Households	108,600	135,000	26,400 (24.3%)
Employment	282,600	338,700	56,100 (19.9%)

Source: SCAG 2024a.

Note:

^a 2019 population data is used in this table for consistency among the growth categories, as SCAG presents population, household, and employment data for 2019 in its Connect SoCal Demographics and Growth Forecast Technical Report (SCAG 2024a).

Housing

As shown in Table 4.13-4, the City currently has a total of 109,300 housing units. The majority of housing in the City is composed of either single-family homes or multi-family homes (5+ units), representing 40.0% and 37.2% of the total housing supply, respectively.

Table 4.13-4. 2020 Housing Units in Irvine by Type

Unit Type	Total Units	
	Number	Percentage ^a
Single-family detached	43,763	40.0
Single-family attached	17,187	15.7
Multi-family (2–4 units)	6,765	6.2
Multi-family (5+ units)	40,692	37.2
Mobile home	893	0.8
Total	109,300	100

Source: City of Irvine 2022.

Note:

^a Percentages here are derived mathematically from the “Numbers” column to the left; these differ slightly from the percentages in the Final 2021–2029 Housing Element (City of Irvine 2022).

Housing undersupply is often felt strongly by cost-burdened households, resulting from a lack of available affordable homes. Per SCAG, approximately 41% of households in Irvine are “cost burdened,” or spend 30% or more of their gross income on housing costs. Approximately 19% of households, or one in five households, spend more than 50% of their gross income on housing costs and are considered “severely cost burdened” (City of Irvine 2022).

Per the RHNA, for the 2021–2029 planning period, Irvine’s fair share of the regional housing growth need is 23,610 added units (SCAG 2021). This equates to approximately 2,951 new units annually during the 8-year planning cycle. The total allocated housing units are distributed by income category as follows: very low, 6,396 units (27.1%); low, 4,235 units (17.9%); moderate, 4,308 units (18.2%); and above moderate, 8,671 units (36.7%) (SCAG 2021). The City’s Housing Element concludes that the City can reasonably achieve the RHNA allocation under the City’s current land use plans and zoning regulations, or with planned amendments thereto. The 6th Cycle Housing Element of the General Plan was prepared prior to the update of the other elements. The Housing Element states that the City intends to prepare a General Plan update (including an updated Land Use Element and Zoning Ordinance) to increase housing capacity in a manner consistent with the 6th Cycle Housing Element and the updated General Plan as a whole (City of Irvine 2022). The updated Irvine 2045 General Plan designated the project site’s land use as Recreation. The project site was not included as a potential housing site in the General Plan.

4.13.2 Relevant Plans, Policies, and Ordinances

Federal

There are no federal regulations regarding population and housing that are applicable to the project.

State

California Housing Element Law

California Housing Element Law, Article 10.6 of the California Government Code Section 65580 et seq., has been established to assure the availability of decent housing and a suitable living environment for all Californians and economic segments of the community. Recognizing the vital role local governments play in the supply and affordability of housing, the California Housing Element Law mandates that local communities plan for enough housing to meet projected growth in California. Each county and city is required to prepare and adopt a housing element demonstrating its planned contribution to the attainment of the state housing goal and regional housing needs. The housing element is one of seven state-mandated elements that every general plan must contain, and it is required to be updated every 5 to 8 years and determined to be legally adequate by the state.

The law acknowledges that in order for the private market to adequately address housing needs and demand, local governments must adopt land use plans and regulatory systems that provide opportunities for, and do not unduly constrain, housing development. The housing element is accordingly required to identify the community's housing needs; identify the community's goals and objectives with regards to housing production, rehabilitation, and conservation to meet those needs; identify housing resources and constraints; project and quantify population, household, and employment trends; and define the policies and programs that the community will implement to achieve the stated housing goals and objectives. The California Housing Element Law also requires that the California Department of Housing and Community Development review local housing elements for compliance with state law and report its written findings to the local government.

California Density Bonus Law

California Density Bonus Law, California Government Code Section 65915, includes requirements for local governments to provide incentives and a density increase over the otherwise maximum allowable residential density under the municipal code and the land use element of the general plan (or bonuses of equivalent financial value) when builders agree to construct housing developments with units affordable to lower- or moderate-income households. The Density Bonus Law incentivizes affordable housing using various tools, including density bonus units, incentives and concessions, waivers or reductions of development standards, and/or reduced parking requirements for projects that incorporate a certain number of affordable units.

The state has recently passed several bills that change the state Density Bonus Law, including but not limited to the following:

- Assembly Bill 1763 (Density Bonus for 100% Affordable Housing) – Density bonus and increased incentives for 100% affordable housing projects for lower-income households
- Senate Bill 1227 (Density Bonus for Student Housing) – Density bonus for student housing development for students enrolled at a full-time college, and to establish prioritization for students experiencing homelessness
- Assembly Bill 2345 (Increase Maximum Allowable Density) – Revision of the requirements for receiving concessions and incentives and the maximum density bonus provided

- Senate Bill 290 (Density Bonus Law Amendments) – Providing concessions for projects that include student housing, provides an environmental impact is no longer a basis for denying a concession or incentive, and imposes reduced parking standards for certain projects proximate to a major transit stop

Regional

SCAG Regional Housing Needs Assessment

A RHNA is mandated by state housing law as part of the periodic process of updating local housing elements of the general plan. The RHNA quantifies the need for housing within each jurisdiction during specified planning periods. The California Department of Housing and Community Development determines each region's housing and affordability needs, and then each region's planning body, known as a council of governments, develops methodology to allocate the housing needed to local governments. Local governments must then update their housing elements based on the schedule of the regional transportation plans prepared by the federally designated metropolitan planning organization for the region.

Communities use the RHNA in land use planning, in prioritizing local resource allocation, and in deciding how to address identified existing and future housing needs resulting from population, employment, and household growth. The RHNA does not necessarily encourage or promote growth, but rather allows communities to anticipate growth, so that collectively the region and subregion can grow in ways that enhance quality of life, improve access to jobs, promote transportation mobility, and address social equity and fair-share housing needs.

SCAG is the nation's largest metropolitan planning organization, representing six counties (Imperial, Los Angeles, Orange, Riverside, San Bernardino, and Ventura), 191 cities, and more than 18 million residents. SCAG is required by state law to complete the RHNA for this region in consultation with the California Department of Housing and Community Development to determine the region's housing needs in four income categories: very low, low, moderate, and above moderate. The adopted 6th Cycle RHNA Allocation Plan was approved on March 22, 2021, and covers the planning period between October 2021 and October 2029. The 6th Cycle identified a need for 1,341,827 additional dwelling units within the SCAG region. Based on a methodology that weighs various factors (e.g., projected population growth, employment, commute patterns, and available sites), SCAG determines quantifiable needs for dwelling units in the region according to various income categories. Once the RHNA allocation is established, local jurisdictions decide how to address their housing needs through the process of updating their general plan housing elements (SCAG 2021).

Of the SCAG RHNA allocation of 183,861 dwelling units for Orange County, 23,610 dwelling units have been assigned to the City (SCAG 2021). The City's projected housing need from 2021 to 2029 consists of the following:

- 6,396 very-low-income units (0%–50% of area median income)
- 4,235 low-income units (51%–80% of area median income)
- 4,308 moderate-income units (81%–120% of area median income)
- 8,671 above-moderate-income units (more than 120% of area median income)

SCAG Regional Transportation Plan/Sustainable Communities Strategy

The Regional Transportation Plan (RTP)/Sustainable Communities Strategy (SCS) assists in the development of long-range regional plans and strategies that provide efficient movement of people, goods, and information; enhance economic growth and international trade; and improve the environment and quality of life. The RTP/SCS

must set forth a plan to meet the region’s transportation, housing, economic, and environmental needs in a way that enables the area to lower greenhouse gas emissions. As part of the RTP/SCS, SCAG develops population and housing forecasts for the SCAG region and for the jurisdictions that make up the SCAG region. SCAG’s data were the primary source used in the City’s 2021–2029 Housing Element (City of Irvine 2022).

SCAG adopted its current RTP/SCS, Connect SoCal 2024, in April 2024 (SCAG 2024b). Building upon and expanding land use and transportation strategies established over several planning cycles, Connect SoCal seeks to increase mobility options and achieve a more sustainable growth pattern. Connect SoCal identifies goals to create a healthy, prosperous, accessible, and connected region for a more resilient and equitable future (SCAG 2024b).

Local

2045 Irvine General Plan Housing Element

The State of California requires that each city prepare and adopt a comprehensive general plan that provides guidance for the city’s growth and development. The City of Irvine revised its Housing Element in 2021, with a 2021–2029 Housing Element certified by the state on May 6, 2022. The Housing Element includes the following goals, objectives, and policies that are relevant to the project (City of Irvine 2022):

Goal 1. Provide for safe and decent housing for all economic segments of the community.

Objective A. Update the Land Use Element and Zoning Ordinance to achieve compliance with current State laws and to facilitate the development of diverse housing options.

Policy HE-A.3. Ensure appropriate land use planning and developer mitigation/improvements are provided for adequate infrastructure, services, and facilities to serve existing and future residents.

Policy HE-A.4. Monitor residential construction and the use of residential and mixed-use designated lands. Ensure adequate residential sites are available to meet the City’s housing needs.

Goal 2. Maximize land utilization for residential development.

Objective C. Encourage the proper utilization of the undeveloped/underdeveloped residential areas of the City.

Policy HE-C.2. Promote residential development fully served by public services and utilities.

Goal 4. Encourage more affordable housing units.

Objective F. Leverage publicly owned resources, such as vacant land and underutilized properties.

Policy HE-F.1. Leverage available resources, such as vacant land and underutilized properties, to incentivize new affordable housing development.

Goal 7. Improve quality of life and promote placemaking.

Objective L. Encourage developments that provide community benefits.

Policy HE-L.3. Encourage development that includes active transportation infrastructure, such as new and wider sidewalks, trails, and protected bike lanes.

Program PP-M.5: Reduce Exposure to Environmental Pollution. The City is in the process and has taken several steps to identify climate impacts, reduce pollutants and greenhouse gas emissions (GHG), and prepare for a climate resilient future by completing the following [only applicable sections included]:

- Continuing to require added greenery throughout the City to reduce exposure to environmental pollution such as vehicle emissions through the City's Zoning Ordinance (Section 3-15-4) that requires boundary landscaping for all residential attached (i.e., multi-family) projects. The requirements dictate that a minimum of one 15-gallon tree shall be provided for every 30 feet of interior boundary on all building sites. Schedule of Action: annually.

The City's existing Zoning Ordinance requires that green park space be provided in connection with new residential development. More specifically, the Ordinance contains park dedication requirements (i.e., land, improvements, fees, or any combination thereof) for all standalone multi-family residential projects. The existing development standards require 5 acres of park land for every 1,000 population (3 acres of neighborhood park and 2 acres of community park). When new residential development occurs, the park requirements are prorated for the estimated population added. Affordable housing projects have a reduced requirement of 3.5 acres of park land for every 1,000 population (2 acres of neighborhood park and 1.5 acres of community park.). Park requirements in the Irvine Business Complex are somewhat different due to the urban living environment. These park requirements ensure that as residential development occurs throughout the City, green spaces and trees are planted to help further reduce the City's carbon footprint.

4.13.3 Thresholds of Significance

The significance criteria used to evaluate the project impacts to population and housing are based on Appendix G of the CEQA Guidelines. According to Appendix G, a significant impact related to population and housing would occur if the project would:

1. Induce substantial unplanned population growth in an area, either directly (for example, by proposing new homes and businesses) or indirectly (for example, through extension of roads or other infrastructure).
2. Displace substantial numbers of existing people or housing, necessitating the construction of replacement housing elsewhere.

4.13.4 Impacts Analysis

1. ***Would the project induce substantial unplanned population growth in an area, either directly (for example, by proposing new homes and businesses) or indirectly (for example, through extension of roads or other infrastructure)?***

Less-Than-Significant Impact. As further described in Chapter 3, Project Description, of this Draft EIR, the project includes the development of 1,360 residential dwelling units including medium-high and high-density components and 25% affordable housing units. The project would also include an extension of Jeffrey Road, development of parks, a community garden, paseos, and an extension of the Jeffrey Open

Space Trail (JOST) east from Portola Parkway to the entrance of the new Gateway Preserve. Thus, the project would have the potential to induce population growth on the project site, both directly (in the form of proposing new housing) and indirectly (by installing internal roadways and other infrastructure on site).

Construction

Construction activities at the project site would lead to the temporary need for construction workers, who may come from Orange County or elsewhere within the SCAG region. It is possible that workers/crews may be local to the project site area, and that not all construction workers would have to drive long distances to work at the project site. The project involves fairly common construction requirements that would not require a highly specialized labor force to permanently relocate from other regions. Construction of the proposed project is anticipated to begin in 2026 and end in 2032. Construction would occur in phases and housing would be constructed by multiple developers. Thus, different construction workers would be on site for portions of the construction schedule for shorter periods than the overall construction schedule. Because construction workers would not be needed continuously and only for varying portions of the project phases, it is reasonable to assume that workers/crews would work at the project site on a temporary basis only and therefore would not be likely to relocate their households as a consequence of the construction job opportunities presented by the project. Because the demand for construction workers would be short term and because the project site is in an urban metropolitan region with a high diversity of skilled labor, a permanent need for new workers to relocate to accommodate the project's temporary construction workforce is not anticipated. As such, any changes in population, housing, or employment due to short-term construction activities would be less than significant and no mitigation would be required.

Operation

The proposed project would result in residential uses on a site currently designated as Recreation in the City's General Plan. The project would add an estimated residential population of 3,604 to a site where residential development was not anticipated.¹ The project would include a General Plan Amendment to change the land use designation on the site from Recreation to Medium High Density and High Density Residential. The project has the potential to induce unplanned population growth in the City. However, the following discussion demonstrates that the project's potential population, housing, and employment growth would not be considered substantial.

Population Projections

The Demographics and Growth Forecast technical report in SCAG's 2020–2045 RTP/SCS shows population, housing, and employment growth projections for the City. According to this report, the City is expected to have a population of 327,664 in 2050 (SCAG 2024a). The proposed project would account for an anticipated increase of 3,604 residents to the current (2020) population of Irvine.² This increase would be 1.14% of the current population of Irvine of 314,550 (City of Irvine 2025) and 1.10% of the projected 2050 population, as shown in Table 4.13-5. Therefore, the project's residents would represent only a small portion of the planned future population for the City. The project population would represent a 0.02% increase in SCAG's projected population. Therefore, impacts associated with substantial unplanned population growth would be less than significant.

¹ Based on the U.S. Census Bureau average household size estimate of 2.65 for the City of Irvine (U.S. Census Bureau 2025).

² See previous footnote.

Table 4.13-5. Project Population Projections

Location	Existing Conditions (2020)	Project-Related Growth (2032)	Future Year (2050)	Percentage of Growth at Buildout
City of Irvine	314,550	3,604	327,664	1.10%
SCAG	18,824,382	3,604	20,909,000	0.02%

Source: City of Irvine 2025; SCAG 2024a.

Housing Projections

The project includes the development of 1,360 residential dwelling units, with 25% of the units (340 units) designated for affordable units. The project would not be built in the timeframe covered by the 6th Cycle RHNA allocation (2021 through 2029) and would therefore not be available to assist the City in meeting its RHNA allocation for the 6th Cycle.

According to the 2022 Orange County Projections (OCP), the total number of housing units in the City is projected to increase from 117,544 in 2020 to 142,979 in 2050 (City of Irvine 2024). The project's 1,360 units represents 0.9% of the total projected number of housing units in 2050, as shown in Table 4.13-6. As such, the project's anticipated contribution to total housing growth in the City is nominal and would not exceed the housing growth projections for the City.

Table 4.13-6. Project Housing Projections

Location	Existing Conditions (2020)	Project-Related Growth (2032)	Future Year (2050)	Percentage of Growth at Buildout
City of Irvine	117,544	1,360	142,979	0.9%

Source: City of Irvine 2024.

In conclusion, the project would not result in substantial unplanned housing growth; therefore, less-than-significant impacts would occur and no mitigation would be required.

Employment Projections

At buildout, the project would employ three full-time property managers within the affordable housing component. However, these property managers would live on site and are therefore included in the residential population estimate. There would be no other permanent employees on site. As such, the project would not contribute to employment growth in the area and would have no impact related to substantial unplanned employment growth. No mitigation would be required.

Infrastructure Improvements

As mentioned previously, the proposed project would include infrastructure improvements, such as an extension of Jeffrey Road and an extension of the JOST. However, these improvements would constitute a small extension to the planned northern terminus of both Jeffrey Road and the JOST to serve the project and the forthcoming Gateway Preserve, located immediately north of the project site. Because the Gateway Preserve, a dedicated open space, would be located directly north of the Jeffrey Road and JOST extensions that are part of the project, the extensions would not facilitate additional residential development.

Therefore, although the project would include roadway and trail extensions, the extensions would not facilitate indirect growth and no impact would occur.

2. *Would the project displace substantial numbers of existing people or housing, necessitating the construction of replacement housing elsewhere?*

No Impact. No residential uses are currently present on this project site. Thus, no housing or existing people would be displaced as a result of the proposed project. Therefore, no impacts associated with displacement of existing people or housing would occur.

Impact Summary

Impacts related to substantial unplanned population growth in the project area would be less than significant. No impacts regarding displacement of people or housing would occur.

4.13.5 Mitigation Measures

No significant impacts related to population and housing were identified in the analysis in this section; therefore, no mitigation measures are required.

4.13.6 Level of Significance After Mitigation

No mitigation is required; therefore, impacts related to population and housing would remain less than significant.

4.13.7 Cumulative Impacts

The proposed project would develop housing on a site currently zoned for Recreation and not identified as a potential housing site in the City's 6th Cycle Housing Element. As such, the project would induce some unplanned growth. However, as previously described, the project would contribute to approximately 0.9% of the projected housing growth and 1.01% of the anticipated population growth for the City in 2050 and 0.02% of the anticipated population growth for the SCAG region. As such, the project's contribution to population and housing projections would be nominal and would not exceed the City's approximately 142,979 housing units or 327,664 population projections. Therefore, the project would not result in substantial unplanned population growth. Additionally, the project is not anticipated to add permanent jobs to the City. Given this, the project would not result in a cumulatively considerable impact relative to substantial unplanned growth.

The project would have no impacts regarding the potential to displace existing people or housing. As such, the project would not result in a cumulatively considerable impact related to displacement of people or housing, necessitating the construction of replacement housing elsewhere. Overall, no cumulative impacts would occur.

4.13.8 References

City of Irvine. 2022. "Final 2021–2029 Housing Element." *Irvine 2045 General Plan*. May 6, 2022. Accessed February 21, 2025. <https://cityofirvine.org/community-development/current-general-plan>.

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