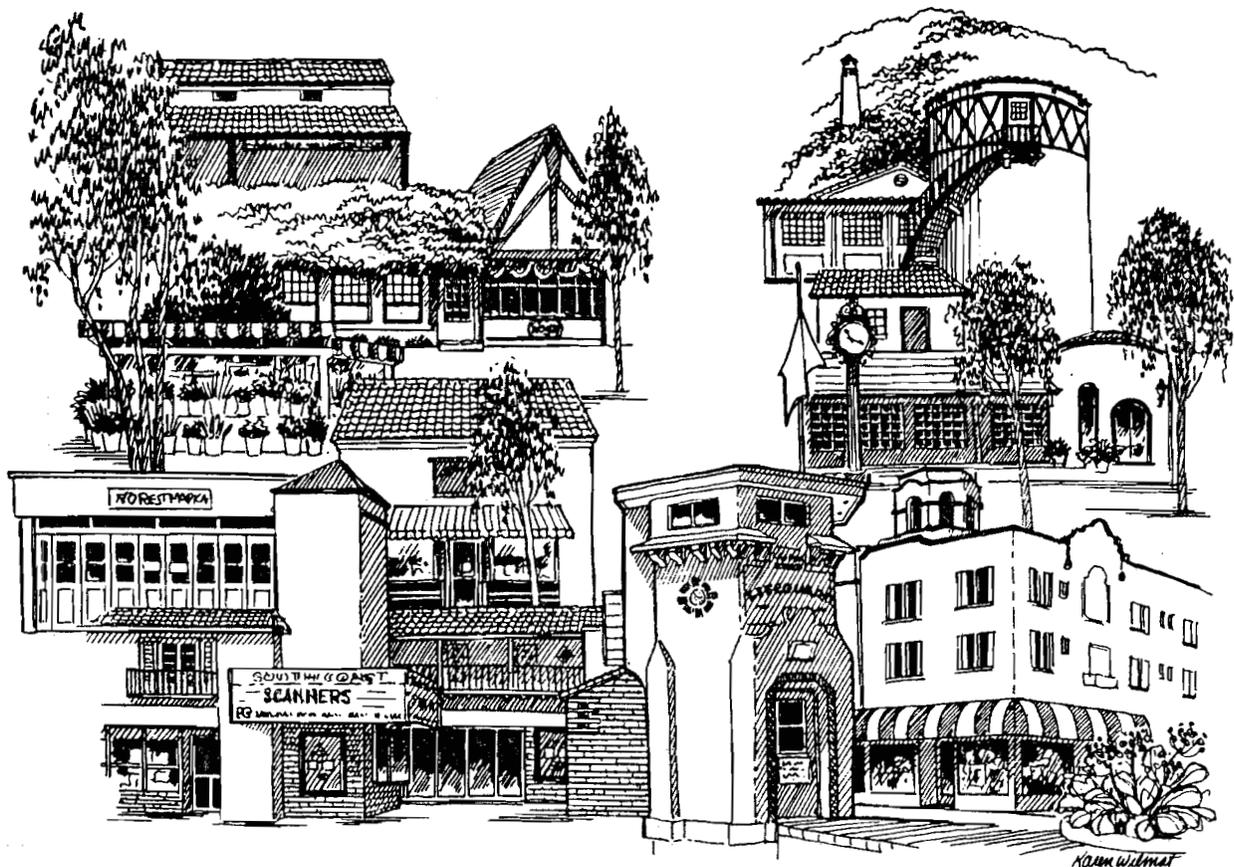


LAGUNA BEACH

DOWNTOWN SPECIFIC PLAN



CITY OF LAGUNA BEACH

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CITY OF LAGUNA BEACH

DOWNTOWN SPECIFIC PLAN

Originally Adopted by the City Council on January 24, 1989
Ordinance No. 1167

Amended October 2, 1990
Ordinance No. 1204

Amended December 15, 1992
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Ordinance No. 1348

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Ordinance No. 1367

Amended May 1, 2001
Ordinance No. 1377

Amended October 2, 2001
Resolution No. 01.058

Amended January 16, 2007
Resolution No. 07.004

**DOWNTOWN SPECIFIC PLAN
TABLE OF CONTENTS**

		<u>PAGE</u>
SECTION I	INTRODUCTION	I-1
SECTION II	PROFILE OF DOWNTOWN CHARACTERISTICS	II-1
SECTION III	ISSUE STATEMENTS AND POLICIES	III-1
Topic 1	Village Character	III-1
Topic 2	Identity as an Art Colony	III-9
Topic 3	Downtown Commercial Uses	III-12
Topic 4	Re-Use and Intensification	III-17
Topic 5	Parking, Circulation and Public Transit	III-19
Topic 6	Municipal Services	III-23
Topic 7	Hazard Planning	III-26
Topic 8	View Preservation	III-28
Topic 9	Housing	III-29
Topic 10	Civic Art District	III-30
Topic 11	Central Bluffs	III-33
SECTION IV	URBAN DESIGN	IV-1
	Site Relationships and Views	IV-5
	Landscaping/Streetscape	IV-7
	Parking	IV-9
	Parking Lighting	IV-11
	Loading Facilities	IV-12
	Trash, Storage and Equipment Areas	IV-13
	Interaccessibility	IV-14
	Courtyards	IV-15
	Pedestrian Access from Alleys	IV-16
	Second Story Residential	IV-17
	Building Height	IV-18
	Scale and Compatibility	IV-19
	Materials	IV-21
	Windows	IV-22
	Roofs	IV-23
	Balconies	IV-24
	Awnings/Marquees	IV-25
	Colors	IV-27
	Building and Street Lighting	IV-28
	Signage Design	IV-29
	Art Features	IV-31

**SECTION I
INTRODUCTION**

SECTION I: INTRODUCTION

The ocean and foothills, which provide Laguna Beach with so much of its natural beauty, have contributed to keeping the city relatively isolated from the explosive development that has occurred during the last thirty years in southern Orange County. The efforts of citizens to restrict high-rise development along the coastline and to create a greenbelt that surrounds the city have provided further buffering. Consequently, the downtown area and many of the neighborhoods of Laguna Beach have retained their historic identity thus enhancing the community's sense of character and providing residents with a firm grounding in that identity. Preservation of local landmarks, historic development patterns, diversity of design and pedestrian scale has engendered a shared, civic ideal described locally as preserving the "village atmosphere."

In recent years, there has been considerable concern about the changing character of the downtown and the need to protect its eclectic mix of architectural styles, small-scale buildings, pedestrian orientation, rich variety of shops and services and sense of community that have traditionally characterized the downtown.

Although residents take different approaches as to the best way of retaining the qualities that are unique to Laguna, they agree that these qualities should be preserved. As a result, the downtown village area of Laguna Beach remains, against almost overwhelming odds, unique. It also remains an area where residents can stroll, shop, worship, do business and just meet one another. In short, it is a place that fosters a community conversation. This document is intended to ensure that the conversation continues.

The City formally recognized the need for a specific plan for the downtown in 1983 with adoption of the Land Use Element of the General Plan. In 1989, the Downtown Specific Plan was first approved, and subsequently, amendments were made to the Plan in 1990, 1992, and 1998. The Downtown Specific Plan was given a comprehensive review and update in 1999.

Intent and Purpose of a Specific Plan

Specific plans are among the most powerful planning tools authorized by the California Government Code. The real value of a specific plan is its adaptability to unique problems and issues. Specific plans allow a local agency to tailor the plan to the particular needs of the study area. Moreover, specific plans establish a comprehensive approach to planning and development issues by integrating community goals and policies, development standards, and implementation measures, including capital improvement programs, under one document.

Description of the Planning Area

The physical boundaries of the Downtown Specific Plan are delineated in Exhibit A. The Plan covers the downtown basin of Laguna Beach and is generally framed by the Laguna Canyon Frontage Road, the Pacific Ocean, Legion Street and Cliff Drive. The Plan also encompasses the area called the "Central Bluffs" situated on the south side of South Coast Highway between Laguna Avenue and Sleepy Hollow Lane. Additionally, the Plan includes the entrance to the village from Laguna Canyon Road, an area known as the Civic Art District that includes many of the civic and art institutions in town.

Relationship to the General Plan/Coastal Land Use Plan

The General Plan/Coastal Land Use Plan recognizes that the downtown represents the commercial, economic and social center of the community. The physical separation of the Central Business District from other regions of the City enhances the importance of the identity of this area and its function as a community focal point. Consistent design standards and overall development plan for the downtown are necessary to preserve its unique identity.

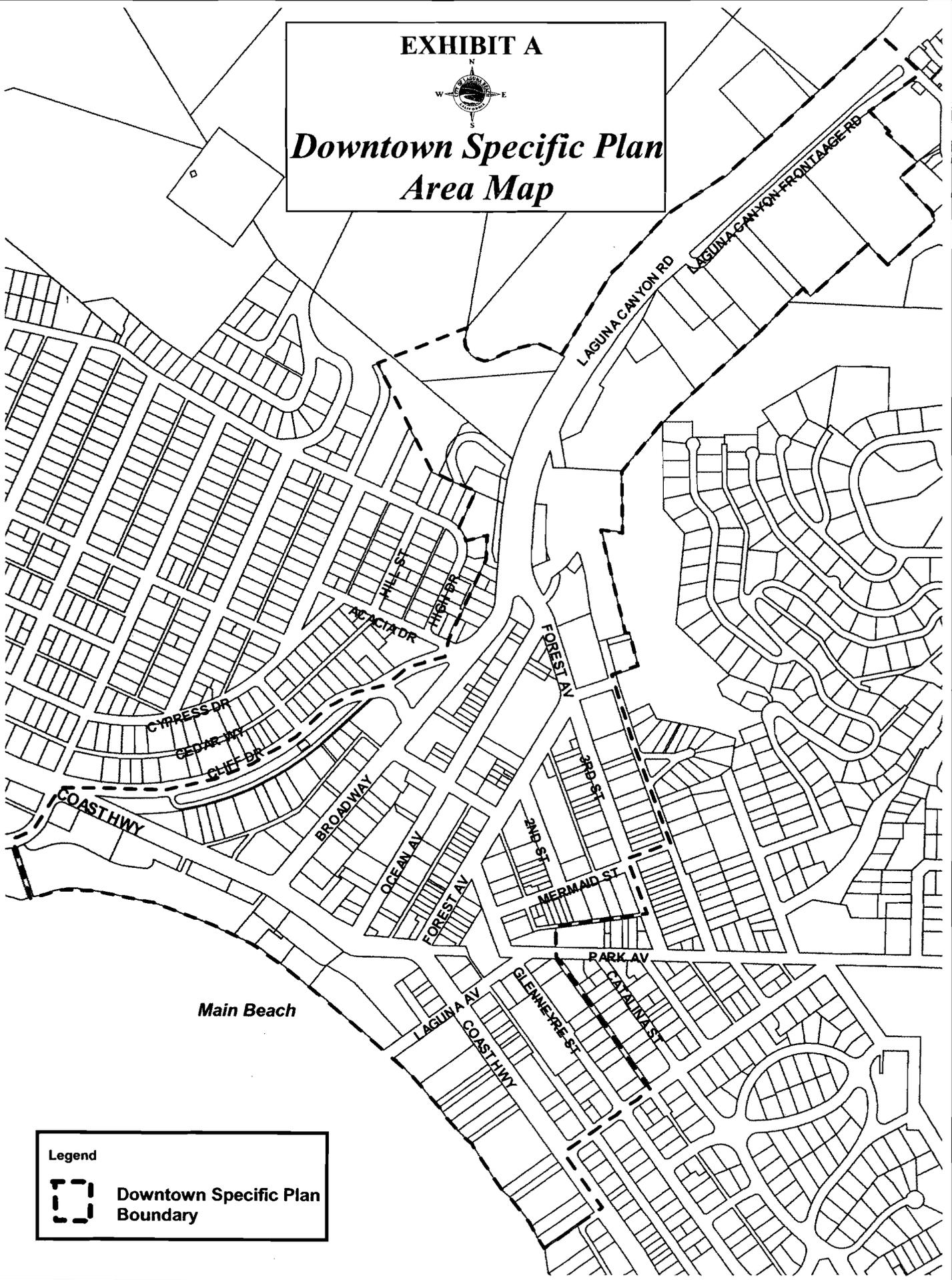
Citizen Participation

Citizen involvement played an instrumental role in the early development of the Downtown Specific Plan, and in later reviews of the Plan. Initially, the City Council formed a Citizen's Advisory Committee composed of representatives from various community groups – Architect's Association, Arts Commission, Board of Realtors, Chamber of Commerce, Coalition of Neighborhood Associations, Design Review Board, Downtown Merchants Association, Laguna Art Festival Board, Laguna Beach Taxpayers Association, League of Women Voters, Planning Commission and Village Laguna. The Committee was responsible for identification of significant planning issues and developing the policy base for the Plan. Subsequent review of the Plan also involved extensive workshops with interested citizens and representatives from the business community, including representatives from the Civic Art District Association.

EXHIBIT A



*Downtown Specific Plan
Area Map*



Legend



Downtown Specific Plan
Boundary

SECTION II
PROFILE OF DOWNTOWN CHARACTERISTICS

SECTION II: PROFILE OF DOWNTOWN CHARACTERISTICS

Historical Perspective of Development

During the 1840's, Laguna Beach was excluded from the two principal land grants in the area (Irvine and Moulton Ranches) and was, therefore, open to homesteading privileges under the homesteading laws of the 1800's. By 1890, Laguna Beach was gaining a reputation as a popular seaside resort. Although most vacationers would go to what is now Main Beach Park to camp, the downtown's first hotel had already been built on the site of the present Hotel Laguna.

By the turn of the century, a small town had formed with a drugstore, café, market and lumberyard. These were all located in the vicinity of what is now Forest Avenue. Forest Avenue, so named because Eucalyptus trees ran along it from the canyon to the ocean, was the first street to become paved. A building boom occurred in the 1920's. Beach houses were built, first in the bluff area around Main Beach, and then up and down Laguna's coastline and canyons. Former vacationers were now becoming permanent residents. The rise in population increased demand for goods and services that in turn encouraged greater commercial development in the downtown area. Laguna Beach was incorporated in 1927 with a population approaching 1,500. Even during those early years, Laguna Beach was developing a reputation as an art community. Since then, Laguna has continued to grow as an art center. Today, the well-known art festivals – the Pageant of the Masters, the Festival of Arts, the Sawdust Festival and Art-A-Fair – draw hundreds of thousands of visitors to the downtown area each summer.

Over time, the central business district has grown to include many small-scale buildings that reflect a diverse mix of age, size and architectural style. Local businesses, which are generally independently owned, provide a wide range of goods and services.

The unique charm of the downtown is, in no small measure, created by its physical setting as well as by the small-scale and diversity of building styles. That the downtown basin is located on the flat delta area at the mouth of Laguna Canyon, surrounded by steep canyons, and bordered by the Pacific shoreline with only two roads providing access, establishes a physical separation from other regions of the city and contributes to the area having a special identity.

Land Use and Zoning

Overview: Within the downtown area, the General Plan land use designation is “Central Business District” (CBD). Other land use designations which apply to the downtown include “Commercial and Tourist Corridor,” “Local Business/Professional,” “Public Recreation and Parks,” “Public/Institutional” and “Village High Density.” Two small parcels on Broadway are designated “Village Low Density.”

Existing land use is characterized by a broad range of businesses, including retail shops, resident services, offices restaurants, and specialty food stores. Within the Specific Plan area, art studios and commercial businesses are replacing industrial uses on Laguna Canyon Road. Residential uses are located primarily on Lower Cliff Drive, although there are other properties throughout the downtown, which support residential uses, including two senior housing developments.

The land use districts, or zoning, established by the Downtown Specific Plan divide the downtown into areas that support the existing development pattern. These districts are designated for resident-serving commercial, downtown commercial, visitor-serving commercial, civic and arts-related uses, office, multiple-family residential and public parks.

Diversity of Uses: Downtown Laguna Beach has historically served as the center of the City's business, civic, cultural, and other public activities and has come to represent the identity and heritage of the City. The diversity of uses within the downtown, which varies from street to street, adds interesting dimensions and character to the area. The different characteristics of the downtown streets are described below with respect to the uses that they have traditionally supported.

1. Forest Avenue

Forest Avenue acts as the "Main Street" of downtown Laguna Beach. The street features an almost continuous string of retail businesses, most of which have their entrances immediately adjacent to the sidewalk. The street itself is somewhat narrow and the speed of traffic is relatively slow. Forest Avenue also provides some landscaping and street furniture in the public right-of-way. All these features help to make Forest Avenue a popular environment for pedestrian use and public activity.

The retail businesses on Forest Avenue cater to both residents and visitors. The street also supports a number of small business offices located on the second floor. The intensity of uses is somewhat greater towards the southerly end of the street near Coast Highway.

2. Ocean Avenue

Ocean Avenue is located one block to the west of Forest Avenue, but the street has a very different orientation and atmosphere. The uses are generally less intense and more resident serving. The most dominant uses are resident serving retail businesses and commercial offices. The emphasis of the area north of Beach Street is on resident-serving businesses and includes numerous older residences. The area south of Beach Street includes financial institutions, restaurants and bars.

3. Broadway

Broadway, the third of the three north-south streets through the downtown core, represents a different environment. Broadway serves as the initial segment of State Highway 133 and is consequently one of the widest and most heavily traveled streets in the downtown. This situation discourages casual pedestrian traffic, isolates uses on either side of the street, and interferes with easy access from one use to another.

The uses along Broadway are a combination of resident- and visitor-serving, featuring general retail uses, offices, and restaurants. The higher intensity uses occur more toward the southerly end of the street approaching Coast Highway. Broadway is particularly important in that it serves as the westerly anchor of commercial activity in the downtown.

4. Lower Cliff Drive

Lower Cliff Drive supports a single row of multiple-family residential buildings overlooking the activity centers of the downtown. Because the area is strictly residential and is located on a sloping bluff, it is not a functional or physical part of the main downtown activity center. The area does, however, possess a strong visual relationship with the downtown.

5. Coast Highway

The Specific Plan Area includes the segment of Coast Highway between Cliff Drive and Legion Street. Coast Highway supports one of the heaviest concentrations of pedestrian traffic within the downtown. The proximity of Main Beach also brings heavy pedestrian traffic and tends to attract beach-related and visitor-serving businesses. The uses along Coast Highway reflect a visitor-serving orientation as required by the California Coastal Commission. The most dominant uses include restaurants, specialty food shops, art galleries, gift stores, clothing stores and other small retail businesses.

6. Central Bluffs

Located on the south side of South Coast Highway between Laguna Avenue and Sleepy Hollow Lane, the Central Bluffs occupy 2.5 acres of oceanfront property. The area is comprised of more than ten properties held under a number of separate ownerships; one parcel was donated to the City in 1999 with the provision that it be developed as a park. The area currently supports a mixture of development, including art galleries, a time-share facility, several residential uses including two single-family homes, and the Hotel Laguna. The Central Bluffs, in comparison with adjacent blufftop properties to the south, is generally underutilized and the majority of existing development is nonconforming.

The area plays an important role in giving the Downtown area its identity. The Hotel Laguna, built in 1930, has been a landmark for visitors and residents alike. Other structures, including an artists' studio village, provide the ambiance of a friendly seaside artists' colony. The natural terrain of the bluffs invites the passer-by to explore, reflect and stroll along its platform above the sea.

7. Glenneyre Street

The short block of Glenneyre Street between Forest Avenue and Park Avenue/Laguna Avenue carries substantial pedestrian traffic. The location of the Orange County Public Library at the corner of Glenneyre and Laguna Avenue serves as a focus for resident activity. Beyond Park and Laguna Avenues, the uses consist of a public parking garage and residential and office uses.

8. Second, Third and Mermaid Streets

Although part of the downtown basin, the character of this area located just east of Forest Avenue is substantially different from the rest of the downtown. With few exceptions, all of the uses in the area are low-intensity, consisting of business offices and residences. Pedestrian and public activity in the area is also of a lesser intensity. Third Street carries a substantial volume of through traffic, but Mermaid and Second Streets handle only light amounts of local traffic, resulting in a relatively quiet environment.

This area is suitable for office, residential, and supporting retail uses without the interference and competition of more intensive commercial uses. In addition, this area provides a desirable transition between the main portion of the downtown and the residential areas to the east.

New development and remodeling efforts have had an impact on the overall character of this area. The building at the corner of Third and Mermaid, previously a utility building owned by GTE, has been remodeled to function as affordable housing for disabled individuals. The Water District facilities on Third Street have undergone expansion, and the Security Pacific Bank building at the corner of Second and Forest Avenue was remodeled and expanded to accommodate an underground parking structure and new retail uses.

9. City Hall/Village Entrance

Anchoring the northerly end of the downtown basin is the Laguna Beach City Hall and adjacent property referred to as the Village Entrance. The City Hall complex has become very prominent and distinctive within the downtown, and functions as an important node of public activity.

The Village Entrance site immediately to the north of City Hall presently consists of parking areas, and a portion of the City corporate yard. The Village Entrance site visually identifies the entrance to the City. Future development of this area can capitalize on its special location and provide a very positive impression of the downtown. This area also represents an important link between the summer art festivals and the Central Business District. For these reasons, the area is included in the Civic Art District.

10. Laguna Canyon Road

Included in the Specific Plan Area is the end portion of Laguna Canyon Road as it enters the Central Business District. This area is not part of the main downtown basin, but still has an important relationship to the overall downtown. The area supports the City's three summer art festivals, which draw large numbers of people into the area on a seasonal basis, including many who circulate to and from the downtown area. Due to the concentration of arts-related uses and its visibility as a gateway to the City, this area is included in the Civic Art District.

Aside from the art festival grounds, the area supports a small number of retail commercial business, a growing number of which are arts-related. These uses have been generally resident serving and largely dependent upon direct vehicular access.

Land Use Summary: The following table summarizes land uses in the Downtown Specific Plan area:

<u>Uses*</u>	<u>Total No.</u>	<u>Percentage</u>
Residential:	419	
Single-family	59	14%
Multiple-family	360	86%
Non-Residential:	456	
Office/Professional	133	29%
Local Business	96	21%
Visitor Serving	96	21%
Mixed Use	99	22%
Financial	14	3%
Institutional	13	3%
Industrial	5	1%

*Based on 1997/98 Business License Data and 1990 Census Data

It should be noted that the land use summary produced for the Specific Plan adopted in 1989 was based on a 1985 land use survey whereas the numbers in the above table are based on recent business license information and 1990 Census data. The numbers shown in the above table seem to indicate that the number of visitor-serving uses has decreased in the last decade, while office uses, local business and particularly mixed uses have increased. While it is intriguing to contemplate that such change may be the consequence of the Downtown Specific Plan, it may also be due to using different data. Another land use count in five or ten years can again be based on business license and Census data thus permitting a more valid analysis of land use change over time.

U.S. Census Profile

A profile of the downtown population, housing and employment characteristics can be drawn from the 1990 Census.

Population: Approximately 2 percent of the total city population lives in the downtown area. The percentage of seniors living in the downtown (19%) is higher than the citywide distribution of seniors (14%). The Hispanic population in the downtown (20%) is more than double the citywide figure (7%). As might be expected, the percentage of children (under 18 years) living in the downtown is substantially less than the percentage of children in the citywide population (13%). Furthermore, the downtown population has a higher percentage of persons living below the poverty level than other areas of the city. Based on census tract figures, approximately 11% of the downtown population is below the poverty level whereas the citywide figure is 6%.

Household Composition: The majority of households in the downtown are one-person households. Approximately 95% of downtown households are one-person whereas the citywide figure for one-person households is 35%.

Housing Characteristics: Of the 419 dwelling units in the downtown, only 59 (or 14 percent) are single-family residences. The majority (86 percent) of housing in the downtown is either duplex units or multi-family, with most of the multi-family housing comprised of five or more units. This compares to the citywide figure of 35 percent as duplex or multi-family units. Not surprisingly, considering the multi-family figures, the percentage of renter-occupied units in the downtown (87%) is substantially higher than the citywide figure (40 percent).

Employment: Based on the 1992 Economic Census, there is a work force of approximately 8,000 employees in Laguna Beach. Of that total, an estimated 2,000-2,200 work in the Central Business District with approximately 34 percent employed in the retail trade. The predominant industries in the downtown are retail trade, finance, insurance and real estate services, professional services and personal services.

Lot Configuration and Ownership Patterns

Early subdivision activity in Laguna Beach took place primarily between 1887 and 1925. The lot configuration found today in the Central Business District is largely the result of that early subdivision activity.

Within the downtown Specific Plan area, there are almost 500 lots held by about half as many property owners. Many of these lots are quite small, some measuring approximately 25-ft. x 90-ft. or less. Small lots and fragmented ownership characterize much of the privately held property in the downtown. In contrast, publicly held property includes some very large parcels such as Irvine Bowl and Main Beach Park. Properties held under public ownership are dispersed throughout the downtown and include the Glenneyre Parking Garage, several surface parking lots, the library, transit center, the Village Entrance site, including City Hall and the Lumberyard parking lot and the Laguna Beach County Water District facilities.

Parking and Circulation

Parking: Total parking in the Downtown Specific Plan area, including the Laguna Canyon section and including private parking, is in excess of 2,900. A parking survey conducted by City staff in 1997 identified a total of 1,535 public parking spaces in the Central Business District. These public parking spaces include metered and non-metered street parking, and parking spaces in public parking lots and other parking facilities owned by the City (e.g. Lumberyard parking, City employee lot and 480 Mermaid Street parking). The estimated total in the Central Business District without the Laguna Canyon parking is 2,561 spaces. Approximately half of the downtown parking spaces are private off-street parking stalls which are only available to certain users (such as bank customers) and are not always fully utilized during peak parking periods.

Despite the large number of parking spaces in the downtown, a parking deficiency caused primarily by the tremendous influx of visitors may occur during peak times, such as summer weekdays and weekends, holidays and weekends during other times of the year.

Circulation: The two principal arterials providing access to Laguna Beach are Coast Highway and Laguna Canyon Road. These arterials, which are under the jurisdiction of the California Transportation Authority (Caltrans), impact circulation in the Downtown Specific Plan area.

During peak periods, traffic bottlenecks occur at every intersection in the Downtown Specific Plan area involving a local street and one of the two major arterials. In addition to the arterials, many of the local streets and local intersections are also congested. Motorists searching for parking opportunities add to the general level of congestion in the downtown.

Broadway, as an extension to Laguna Canyon Road, is a major access road to Laguna Beach and to Coast Highway. Broadway is congested during the summer months and, consequently, a street signal light was added in 1996 to the Beach/Broadway intersection to improve vehicle traffic flow and pedestrian crossing activity.

The intersection of Forest Avenue/Park Avenue/Coast Highway creates congestion and conflicts between people and cars due to the large number of pedestrians, high traffic volumes, and odd configuration of the intersection.

Pedestrian circulation is heaviest on Forest Avenue and Coast Highway. To a lesser extent, there is pedestrian activity at the southern end of Ocean Avenue and Broadway, and along Glenneyre and Beach Street. During the summer, the area along the northern ends of Forest Avenue, Ocean Avenue and Broadway carries heavy pedestrian traffic generated by the art festivals. To improve the pedestrian flow, an additional traffic signal at the Festival of Arts on Laguna Canyon Road has been suggested.

Landscape Features and Open Space Lands

Significant landscape and open space features mark the downtown. Steep, undeveloped hillsides define the northern end of the downtown while the southern end is bound by the beach. Adjacent to the beach, the Central Bluffs rise nearly vertically some 50 feet above sea level.

Main Beach Park provides a unique and spectacular focus to the Central Business District. The wide expanse of beach, with the boardwalk, and volleyball and basketball courts, connects to Heisler Park to the west via a winding walkway landscaped with specimen trees and rose bushes. The El Paseo area at the eastern end of Main Beach Park provides a small playground, public restrooms, and a landscaped entry to the Park.

Other public parks in the Specific Plan area are Jahraus Park adjacent to Cliff Drive and a "pocket park" located next to the Forest Avenue parking lot. There is a small park with benches and plantings provided on the church site at the northeast corner of Second Street and Forest Avenue. A number of very small landscaped areas can be found throughout the downtown; most of these are maintained by the City.

Trees and an abundance of shrubs and vegetation within the coastal plain provide a natural, park-like setting. Historically, Eucalyptus trees lined Forest Avenue from the canyon to the ocean. There are two California Pepper Trees of notable size in the downtown. One is in the mini-park adjacent to the Forest Avenue parking lot. The other, growing in front of City Hall, has been designated a Heritage Tree. It is the only such designation within the Downtown Specific Plan area.

Urban Design Features

The attractiveness of the Central Business District is based on the variety of architectural styles, small-scale buildings, and pedestrian amenities. Peppertree Lane is an example of development that typifies the Laguna Beach village character. This development incorporates a connecting passageway between sidewalk and alley that creates an intimate space for the pedestrian. The use of brick for the building facades and passageway, small-scale architectural features, landscaping and lighting, as well as a variety of small shops, all contribute toward the overall effect.

There are many buildings in the downtown area which are listed in the City's Historic Resources Inventory and which make a notable architectural contribution to the village character. In fact, a number of these buildings, such as the Eschbach building (305 Forest Avenue), Cedar Creek (previously known as the Ivy House, 384 Forest Avenue), and Hotel Laguna, are eligible for inclusion in the National Register of Historic Buildings.

A fine example of a building with its original façade restored is the Pharmacy building on the southwest corner of Forest Avenue and Beach Street (292-294 Forest Avenue). Although the storefront is often the most important architectural feature of historic buildings, many older buildings in Laguna have had their historic value and character essentially destroyed through modernization of the storefront.

The City Hall and Fire Station complex, the Water District and the First Presbyterian Church are all examples of institutional buildings that blend with the village architectural fabric.

Street furniture and landscaping tucked into small areas enhance the pedestrian orientation of the downtown. Two seating areas that receive heavy use are located on Forest Avenue (one at the Forest/Glenneyre intersection and the other at the Forest/Pacific Coast Highway intersection). Also, a small area adjacent to the Glenneyre parking structure with benches and landscaping is often used.

Public Infrastructure and Utilities

Publicly owned facilities such as streets, water and sewer facilities, public buildings, and parks play a major role in shaping communities. In a developed area like Laguna Beach, particularly the Central Business District, where infrastructure systems are largely in place, public facilities assume a less important role in shaping the environment than would be the case in a rural or undeveloped area. Nevertheless, it is important to maintain and update the infrastructure in order to support an attractive and vital downtown environment.

The majority of new development opportunities in the downtown area will occur on vacant or under-utilized parcels. Since this development is occurring in an established area, the City's capital improvement program focuses on maintaining the operating efficiency of existing infrastructure. This includes normal maintenance and repair and replacement of older facilities when necessary.

In contrast to other types of infrastructure which are generally adequate to handle existing levels of development, the storm drainage system is inadequate. To alleviate capacity problems, drainage improvements are planned as part of the Master Plan of Drainage, but most of these improvements are not in the downtown area. The City is working with the County on flood control improvements that would improve capacity problems with the Laguna Canyon Flood Control Channel. Construction of flood control improvements for the channel section between Beach Street and Main Beach is anticipated to begin in 2001.

Intergovernmental coordination is required for multi-jurisdictional projects such as the Laguna Canyon Flood Control Channel. Certain transportation infrastructure, including Coast Highway and Laguna Canyon Road, also fall under multi-jurisdictional authority.

Although the existing infrastructure may be considered generally adequate, some modification may be necessary to support the goals of the Downtown Specific Plan. Modifications to improve the general level of amenities in the downtown include alleyway drainage, paving and lighting, additional traffic signals on Broadway, special street paving, and public park development.

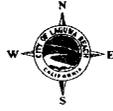
Environmental Hazards

The downtown area is subject to certain environmental hazards, such as flooding, liquefaction and wave run-up.

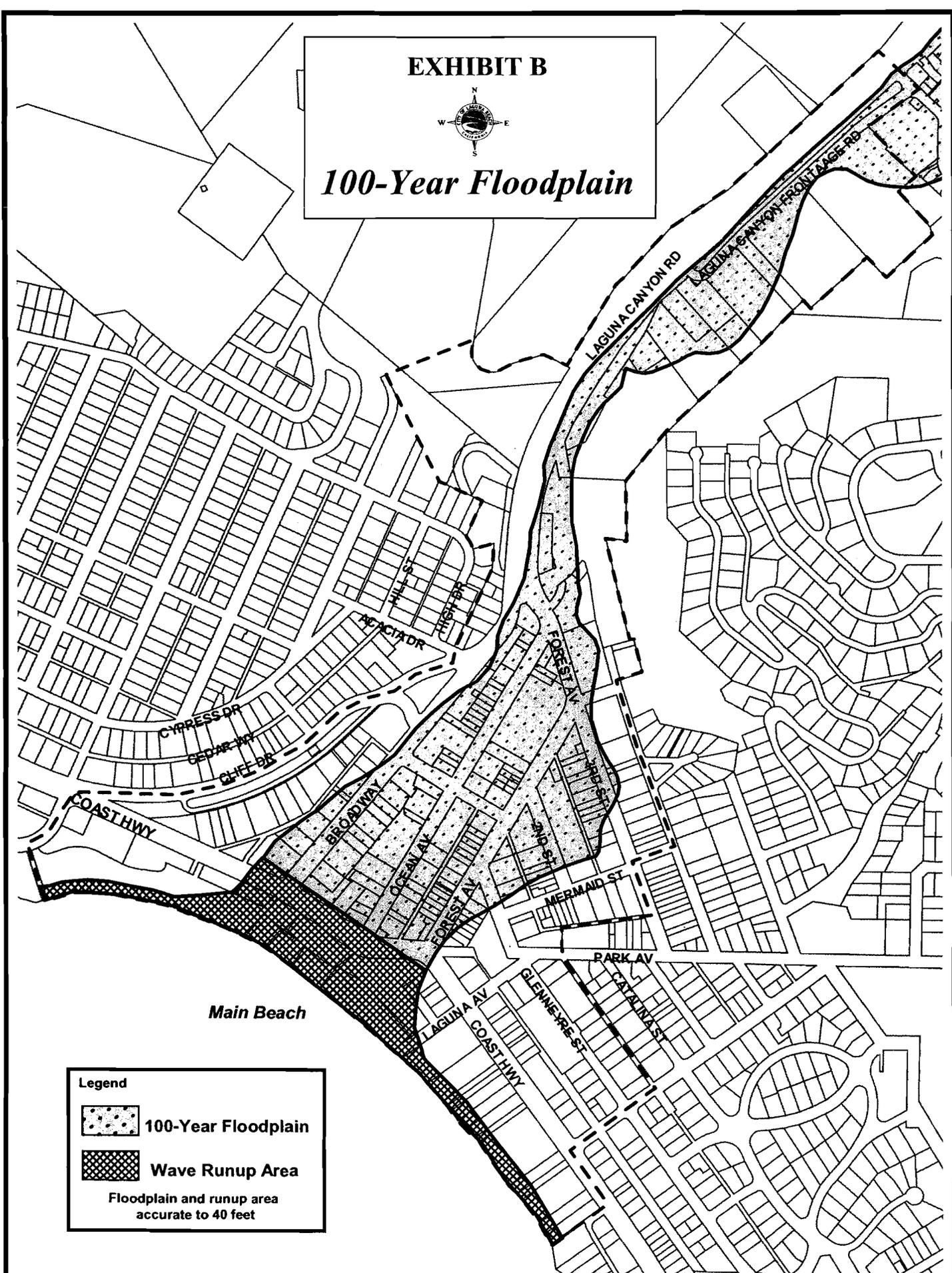
Laguna Canyon Channel, which drains a 5,900-acre watershed, is the major watercourse through the city. The total drainage area is about six miles in length and averages about 1.4 miles in width. Nearly 80 percent of the watershed is characterized by a wide, hilly basin. This basin, in turn, funnels into a well-defined, narrow canyon that eventually opens onto the coastal floodplain. Most of the Downtown Specific Plan area is within that coastal floodplain (see Exhibit B).

Despite the Laguna Canyon flood control channel, flood damage to the downtown area can be substantial during years of unusually high rainfall. The flood control improvements can handle, at most, a 25-year storm; however, some sections of the channel have even less capacity. Since the downtown area is within the 100-year floodplain, it is evident that the present storm drainage system provides very inadequate flood protection.

EXHIBIT B



100-Year Floodplain



Main Beach

Legend

-  100-Year Floodplain
-  Wave Runup Area

Floodplain and runup area
accurate to 40 feet

The 100-year storm represents the amount of run-off produced by a storm that has a one percent chance of occurring in any given year, or that would occur on an average once every 100 years. The flooding produced from a 100-year storm, termed the "base" flood, is the flood level used in flood hazard planning. In the event of a 100-year flood in the Laguna Canyon watershed, floodwaters overflow the flood control channel and inundate portions of the downtown. This area, referred to as the 100-year or base floodplain, generally extends across the width of the downtown basin between Broadway and Mermaid Streets.

The downtown area is also subject to wave run-up. This type of flooding is typically caused by large swells produced by storms at sea occurring at high tide. Approximately every 10-15 years, waves wash up on Coast Highway between Broadway and Ocean Street. In the past, water and debris left by the waves have typically caused no damage to the commercial area, but Coast Highway has been blocked off to traffic. Main Beach Park has suffered damage from wave run-up and heavy sand deposition.

Most of the downtown Specific Plan area is subject to an additional hazard related to earthquake liquefaction where some soils can temporarily behave as a fluid during an earthquake. Buildings, utilities, and transportation facilities may suffer great damage in areas that are subject to liquefaction.

Other hazards affecting smaller portions of the Specific Plan area are slope and bluff instabilities. Slope instability is of concern in areas where the underlying fill or surficial materials are loose and can become saturated or where foundation conditions vary greatly within one lot or between adjoining sites. For example, one portion of a site may be on sound bedrock and another portion on unsafe slide debris, thick residual soils, or loose fill. The area between Cliff Drive and Broadway and portions of the Irvine Bowl Park are subject to slope instability.

The western end of Main Beach and the Central Bluffs are subject to moderate bluff instability. Both natural forces and human activity precipitate the erosion processes, which cause bluff instability. Erosion by wave action, wind, rain and geomorphic processes is natural and constant. Runoff over the bluff edge from irrigation and the introduction of man-made structures such as drainage outlets, fences and stairways cause bluff erosion. Other factors contributing to bluff erosion include introduction of non-native vegetation, pedestrian movement on the bluff face, grading of the bluff top, poor site planning and the lack of understanding bluff dynamics.

SECTION III
ISSUE STATEMENTS AND POLICIES

SECTION III: ISSUE STATEMENTS AND POLICIES

Introduction

As described in this section and elsewhere in this document, the downtown provides an important focus to the City's social, cultural, commercial, civic, artistic and recreational activities. The presence and character of the downtown in Laguna Beach distinguishes the community from most of the surrounding cities. The policies established for the Downtown Specific Plan are for the purpose of maintaining and enhancing that character. The policies serve as guidelines for decision-making and indicate direction, priorities, and a vision of the future.

Importantly, these policies set forth the framework for the evaluation of development plans, public and private improvements and the implementing actions of the Plan. In accordance with existing City requirements, projects that are reviewed and approved by the City must be found to conform to the policies of the Specific Plan.

This section provides a discussion of the specific issues that the Downtown Specific Plan addresses. Each discussion or issue statement is followed by one goal and a series of policies designed to achieve that goal.

Topic 1: Village Character

1. Identity and Personality

The identity and personality of Laguna Beach is that of a small, traditional village.

Downtown Laguna Beach is a functioning downtown with shops, restaurants, municipal buildings, offices, churches, theaters and a public library. It is typified by retail establishments that offer individualized products and presentations, and by limited-scale, low-rise development that includes a diversity of building heights and diverse styles of architecture ranging from traditional to contemporary or eclectic. These qualities, in combination with the City's scenic natural setting and pedestrian orientation have produced a unique and specialized environment that distinguishes Laguna Beach from surrounding cities.

2. Urban Design and Pedestrian Orientation

Urban design is defined as the visual and functional relationships between people and the physical environment. It has application to the entire outdoor environment. It involves the design, appearance and inter-relationship of both public and private improvements. It includes buildings, open space areas, streets, walkways and landscaping.

Downtown Laguna Beach enjoys several benefits of a positive urban design. In particular, the scale of development, distinctive architecture, mix of uses and pedestrian orientation establish a solid foundation for effective urban design.

Maintaining and enhancing the look and feel of the downtown will ensure that the downtown continues its role as the vital core of the community. The desired image of the downtown includes such amenities as clean streets and sidewalks, an abundance of well cared for flowers, trees and shrubs, well-designed street furniture (benches, lighting, walls and trash containers), art features and tasteful signage. Physical changes, whether in the form of new development, redevelopment or other improvements must enhance the existing village character and scale. Such development may bring in opportunities for architectural diversity, but it must also respect the established building scale and design harmony. Any type of development in the downtown should be evaluated in the context of the entire central business district, rather than as a stand-alone structure. Design guidelines, must emphasize diversity and small-scale, visually interesting development that fits with the village character.

a). Building Design

The design of buildings should be both visually and functionally compatible with their surroundings, particularly in regard to adjacent buildings and nearby public activity areas (sidewalks, courtyards, etc.). In an intimate environment such as downtown Laguna Beach, this also means that buildings should reflect a "human" scale and appearance. This is achieved by incorporating elements that allow persons to feel that buildings are inviting and do not have an overbearing impact. Such elements include height, mass and bulk, overall visual relationships within the surrounding environment, design details such as entryways, street orientation, and use of windows to stimulate public interest.

b). Small Open Spaces and Landscaping

An important complement to the urban design of buildings is the presence and design of adjoining open spaces and landscaped areas.

Landscaping can be effective in softening the visual image of the downtown buildings, streets and sidewalks and in shaping the general attractiveness and interest of an area. In Laguna's downtown, large Eucalyptus, Canary Island Date Palms, California Pepper, California Sycamore and other mature trees combine artistically with an eclectic mix of older, small-scale commercial structures to create a rich, visually interesting and pleasant pedestrian environment.

The size of the landscaped area is not always critical. Several downtown pocket parks offer a small, seating plaza with shade trees and small garden areas. A few of these pocket parks also display a piece of sculpture.

Where little or no landscaping exists, the introduction of small, well-designed landscaped areas and/or art features can substantially enhance the pedestrian experience. Even where space is extremely limited, window boxes, painted faux landscaping, small container plantings or vine pockets can often be integrated into existing, developed areas.

c). Streetscape

The streets, alleys and sidewalks of the downtown comprise a substantial and prominent portion of its environment, and they have a considerable impact on the quality of the outdoor experience. The integrated design and appearance of the street, sidewalks and other public ways are defined as the streetscape.

In some areas of the downtown, streetscape conditions exist which diminish the pedestrian experience. Heavy traffic and wide, congested intersections at several locations are intimidating and unattractive to pedestrians. For example, the high volume of traffic and limited pedestrian crossings on Coast Highway disrupt continuity of the pedestrian flow between the beach and the downtown sidewalks. Similarly, traffic on Laguna Canyon Road inhibits the pedestrian flow between the downtown and the summer art festival area. Pedestrian crossings on Coast Highway could be improved with specially paved intersections and, possibly, timing traffic signals to allow omni-directional pedestrian crossing. A traffic signal at the Festival of Arts on Laguna Canyon Road would help pedestrian traffic at that location.

Existing alleyways tend to lack a pleasant pedestrian orientation even though they provide access from parking lots to the shopping areas. Alley improvements such as paving, art features, landscaping, lighting and trash enclosures would greatly enhance the alley's function as a pedestrian pathway. Also, the rear building elevations could be upgraded with artistic features that either stand-alone or integrate with the display windows, entry doors and signage to further improve the pedestrian orientation of the alleys. In 1996, Forest Lane (previously named Forest alley) was upgraded with drainage improvements and new pavers; additional landscaping and lighting improvements will follow. With the desired improvements and vigilant maintenance, alleys can reach their potential as pedestrian-friendly pathways.

Signage is an inescapable part of the streetscape. Many signs in the downtown are too big, too numerous and oriented to cars rather than pedestrians. Well-designed, small, projecting signs are pedestrian-oriented and should be encouraged, whereas large wall signs are oriented to faster-moving traffic. Miscellaneous window signage and franchise logos contribute to general sign clutter and can be controlled through sign regulation. Unattractive signs in the public right-of-way should be upgraded and replaced through a sign beautification program.

Overall, the existing streetscape in the downtown has positive attributes. Most of the downtown streets are in proportion to adjacent buildings and improvements, and there are street trees and landscaping within the rights-of-way. However, further improvements to the streetscape, including the use of trees, landscaping and art features would add focus and interest.

d). Historic Preservation

Downtown Laguna Beach was one of the first areas of the City to be extensively developed in the early 1900's. Many of the original buildings are still in use today. The City's Historic Resources Inventory identifies a total of 65 historically significant structures in the Downtown Specific Plan area, including 19 buildings that have a rating of "Exceptional" (see Exhibit C). While the "Exceptional" or E-rated buildings are individually viewed as quite significant, the entire collection of historic buildings including "Key" (K) and "Contributive" (C)-rated structures makes an important contribution to the character of the downtown. There are a number of other older buildings in the downtown that do not appear on the Inventory but which also add to the overall character of the area. A concerted effort should be made to maintain the contribution these buildings make to the downtown.

Historic preservation is an important concern in the downtown because of its close relationship to other planning and design considerations. The historic buildings in the downtown display the City's architectural heritage and serve as models for preserving the downtown's character into the future. In addition, much of the village character and many of the urban design recommendations for the downtown are interrelated with the preservation of historic structures and the types of architectural styles that are represented by them.

Adaptive reuse of historic buildings, or utilizing buildings for a purpose other than what was originally intended, allows the property owner to preserve an older building yet still respond to changing economic circumstances. A number of historically significant residential structures still existing in the downtown provide opportunities for adaptive reuse. Historic commercial buildings can also be preserved and reused. Particularly for commercial buildings, preservation of the interior may be as important as preserving the exterior.

Goal: Preserve and enhance the village character of the downtown.

Topic 1 Policies -

1. Perpetuate the village scale by implementing urban design guidelines that articulate the design goals of the City.
2. Promote and maintain the historic character and scale of the downtown by discouraging enlargement of existing buildings unless provisions for such expansion are specified in the development standards for the area.
3. Review of proposed uses and physical improvements in the downtown shall be conducted by the Planning Commission, and shall include monitoring of the look and feel of the downtown to ensure continuation and enhancement of the village character. An evaluation of "look and feel" is subjective, but will include consideration of some or all of the following qualities: artistic, historic, pedestrian-friendly, consistent in exterior architectural design and color with neighboring properties, and featuring non-mass produced products. In addition, the Arts Commission will review all art features and provide a recommendation.

4. Promote public and private cooperative efforts to provide for ongoing aesthetic improvements in the downtown.
5. Develop funding for streetscape improvements in the downtown.
6. Incorporate art features, including any required public art as an important element of development and enhancements.
7. Implement design guidelines that strengthen the pedestrian orientation of the downtown by promoting amenities such as alley façade and entrance improvements, the addition of window boxes and small planters, and the use of natural materials, appropriate lighting, harmonious color, small, high-quality signs and art features.
8. Encourage the use of small spaces for landscaping and mini-parks with art features.
9. Eliminate existing parking meters and replace with unobtrusive systems of collecting parking fees, where feasible.
10. Improve pedestrian circulation in the downtown, including the pedestrian linkages with Main Beach and the art festival area.
11. Encourage use of alleys as pedestrian pathways through alleyway beautification and through requiring upgrades to the rear facades of buildings with alley frontage, when appropriate.
12. Improve signage aesthetics throughout the downtown by encouraging small, projecting signs on Forest Avenue and Ocean Avenue.
13. Consider modifying the size of wall signs, window signs and the size and number of franchise logos, and limit the use of window banners.
14. Develop a beautification program for public signage.
15. Provide incentives for re-use of historically significant buildings.
16. Establish and implement guidelines for remodeling or renovating historically significant buildings.
17. Encourage the preservation of all historic structures, with special emphasis on those buildings identified on the City's Historic Resources Inventory and Historic Register.

18. Monitor historically significant buildings, including those on the Inventory or the Register of E-, K- and C-rated structures, and review requests for demolition, including partial demolition, in conjunction with making efforts to achieve alternatives other than demolition. Require replacement of demolished or altered structures to reflect historic character and style.
19. Consider interior preservation, as well as exterior preservation, when granting historic preservation incentives.
20. Refer proposed alterations to structures on the Historic Resources Inventory for review by the Heritage Committee.

EXHIBIT C

HISTORIC INVENTORY OF STRUCTURES IN THE DOWNTOWN

Address	Rating*	Type of Structure
217 Broadway	K	Commercial
298 Broadway	K	Church
496 Broadway	C	Mixed Residential/Commercial
307 Cliff Drive	E**	Laguna Art Museum
361 Cliff Drive	E**	Commercial
241 Lower Cliff Drive	C	Residential
226 Forest	K	Commercial
230 Forest	E +	Commercial
234 Forest	E +	Commercial
241 Forest	K	Commercial
245 & 255 Forest	K	Commercial
269 Forest	C	Commercial
280 & 282 Forest	K	Commercial
292 & 294 Forest	K	Commercial
302 Forest	K	Commercial
305 Forest	E**	Commercial
326 Forest	K +	Commercial
384 Forest	E**	Commercial
439 Forest	K	Commercial
477 & 491 Forest	C	Commercial
501 Forest	E +	Fire Department
505 Forest	E +	City Hall
521 & 527 Forest	K +	Sewage Treatment Plant
326 & 328 Glenneyre	K +	Commercial
412 Glenneyre	E**	Residential
422 Glenneyre	E +	Residential
347 Mermaid	C	Mixed Residential/Commercial
357 Mermaid	K	Residential
393 Mermaid	K	Residential
407 Mermaid	C	Residential
162 North Coast Highway	E	Commercial
212 North Coast Highway	E**	Mixed Residential/Commercial
278 Ocean	C	Residential
312 Ocean	C	Commercial
398 Ocean	K +	Residential
404 Ocean	K	Residential
418 Ocean	K	Residential
419 Ocean	C	Residential
432 Ocean	C	Residential
202 Park	K	Commercial
564 Ramona	C	Residential

Address	Rating*	Type of Structure
580 Ramona	K	Residential
594 Ramona	K	Residential
415 Second	E	Church
335 South Coast Highway	E**+	Commercial
300, 320 & 340 South Coast Highway	E	Commercial
373 South Coast Highway	K	Commercial
400 South Coast Highway (and 229 Laguna Avenue)	E +	Commercial
424 South Coast Highway	C	Commercial
425 South Coast Highway	E**	Commercial
448 South Coast Highway	K +	Commercial
470 & 472 South Coast Highway	K	Commercial
535 South Coast Highway	C	Mixed Residential/Commercial
629 South Coast Highway	E	Residential
349 Third	C	Residential
359 Third	K	Residential
368 Third	K	Residential
374 Third	C	Residential
386 Third	C	Residential
390 Third	C	Residential
394 Third	C	Residential
398 Third	C	Residential

Number of Structures

E Rated -- 19
 K Rated -- 26
 C Rated -- 20
 Total 65

*Rating Key

E -- EXCELLENT
 K -- KEY
 C -- CONTRIBUTIVE

+ Placed on the City's Historic Register

**Eligible for the National Register of Historic Places

Topic 2: Identity as an Art Colony

Even in its early days, Laguna Beach was known as an art community. Norman St. Clair is often credited with being the first artist to discover Laguna Beach and to encourage other artists to paint here. In 1918, Edgar Payne secured permission to remodel a one-room building, located on the grounds of the Hotel Laguna. The local artists called this building the "Art Gallery" and began to hang their pictures there. Payne also served as the first president of the Laguna Beach Art Association.

Within 20 years, thirty to forty artists had established themselves in Laguna and the little village had become an art center. Many of these early artists painted in a style known as "plein-air" that captures the outdoor lighting and natural landscape. Plein-air painting is still popular today with many local artists. In fact, a local association of plein-air painters with about one hundred members is dedicated to continuing the tradition of the early California painters.

In 1929, the Laguna Art Association built a permanent art gallery on the corner of Cliff Drive and Coast Highway. Now a community landmark, the Laguna Art Museum (or LAM) holds a shared collection that highlights historical and contemporary California art. Included in this collection are works by Edgar Payne, Anna Hills, William Wendt, Joseph Kleitsch, George Brandriff and William Griffith who were residents of Laguna Beach and founders of the art association.

The City of Laguna Beach offers an outstanding collection of public art, a legacy of the City's history, cultural attitude and aesthetic taste. The City's collection of outdoor sculptures, fountains, murals, holiday palettes and banners is a museum with no walls, no fees, no hours posted and it is accessible to everyone everyday. It enriches the City's quality of life, providing a sense of place and adding interest and vitality to the landscape. An art collection owned by the City, on exhibit at City Hall, is a collection of historical and contemporary artwork created by artists associated with Laguna Beach.

The art festival tradition was begun in 1932 with local artists displaying their works on a vacant lot on Forest Avenue. In order to spark attendance to the art festival, Roy Ropp came up with the idea of also staging "living pictures" and so, the Pageant of the Masters was born in 1936. Today, the summer art festival season is comprised of not only the Festival of Arts and the Pageant of the Masters, but also the Sawdust Festival with its rustic atmosphere and the Art-A-Fair.

Community theater is very active in Laguna Beach. The Laguna Beach Players began as a club in the 1920's and produced its first play in 1925. The players are now housed in the William Pereira-designed Moulton Playhouse. The Playhouse has been very successful with its main stage and youth theater; plans to expand the theatre include a second stage, special events room and VIP space as well as an education wing.

The City's image as an art colony has developed over the years and has become an integral part of the community identity. Today, the City continues to maintain a strong artist population. In addition, numerous art galleries and art studios are located in the downtown (as well as other areas of town), and many arts-related events, including an independent film festival, First Thursday's Art Walk, Craft Guild shows, art classes and Arts Commission competitions take place throughout the year.

Art education in the community has been provided not only by the festivals and the Art Museum, but also by the Art Institute of Southern California. Although located on Laguna Canyon Road outside the Downtown Specific Plan area, the Art Institute is an important part of the arts community in Laguna.

Encouragement of artist joint living and working quarters in commercial zones is a stated goal of the Housing Element of the City's General Plan; furthermore, such encouragement is a form of support for the art community. Utilizing second-story space in the downtown for artist live/work units could provide affordable living and working space for artists. The City can encourage artists' live/work facilities by allowing them as a permitted use in certain areas of the downtown, and further, by incorporating incentives such as increased building height and reduced parking into the development regulations for the downtown. It will also be important to establish standards regulating any commercial activities associated with artist live/work in order to maintain the integrity of the arts community as well as the character of downtown uses.

Maintaining a strong identity as an art community with year-round cultural activities is an important part of supporting a strong tourist industry in the City. Maintaining that identity is also important to the residents who are artists and many of the other residents who enjoy being part of an art community.

The art festivals, art galleries, and community playhouse are all-important components of the art community identity. In the face of rising land costs and general development within the City, the individual components of the art community image may be threatened and may need special encouragement and support from the City. Due to the importance of the arts, a Civic Art District has been formed for the purpose of creating a cultural center in the City; this District is located at the Laguna Canyon entrance to the downtown.

Goal: Retain a strong and visible identity as an art community.

Topic 2 Policies -

1. Encourage a balanced mix of art-oriented uses, such as artist live/work, art supply, art studios, computer graphics and design businesses, and art galleries in the downtown.
2. Encourage the Art-In-Public-Places program.
3. Encourage the addition of murals, site sculpture, art objects and art features throughout the City.
4. Maintain the Holiday Palette, seasonal banner, mural and artistic design bench programs.

5. Support the tradition of summer art festivals and the extension of arts activities throughout the year.
6. Provide incentives and encouragement for the development of artists' living and working quarters in the Civic Art District and other appropriate zoning districts in the downtown area.
7. Establish standards regulating commercial activities associated with artist live/work that are consistent with the goals and policies of the Downtown Specific Plan.
8. Require art and/or artistic features as an integral part of any significant new development or remodel within the downtown.
9. Support implementation of the Community Cultural Arts Plan adopted in 1996 and require input from the Arts Commission on arts-related matters.

Topic 3: Downtown Commercial Uses

1. Tourist Needs

Laguna Beach draws over 3 million visitors each year. The art festivals, coastal recreation opportunities, shops, restaurants and the general ambiance of the community are the central attractions to visitors who come to Laguna primarily during the summer and school vacation periods as well as during warm weekends throughout the year. Tourism especially impacts the downtown where the shopping, recreational and cultural opportunities converge. The California Coastal Commission requirements, through the City's Local Coastal Plan, limit the planning options available along Coast Highway to those uses defined as visitor serving.

Tourists make special demands on the City, especially in the form of parking and circulation facilities, public safety personnel and beach maintenance. However, tourism also represents a significant contribution to the City's economy in the form of sales and tax revenue.

Maintaining a strong tourist industry is important to the City, and the downtown plays a very significant part in the City's role as a tourist destination. To enhance and promote this identity, the downtown must offer a shopping experience that is qualitatively different from that found in the ubiquitous Southern California shopping mall. Distinctive merchandise creates a positive shopping experience that attracts visitors again and again.

The need to maintain a strong tourist industry should be balanced with the need to retain the aesthetic qualities of the City. In the downtown, tourism can be served through enhancement of the existing pedestrian orientation and village character, support for a diversity of uses and the maintenance of a strong cultural identity. Preserving the existing village character and pedestrian orientation may conflict with the objective to accommodate the traffic and parking demands generated by tourists. Balancing these potentially conflicting objectives requires innovative solutions.

2. Resident Needs

The downtown represents the commercial as well as the physical, economic and social center of the City. For Laguna Beach residents, downtown provides an important visual and symbolic identity as the central focus of the community. Within the downtown, residents find shopping, recreational and cultural opportunities. Whereas the concentration of visitors, as noted above, occurs during the summer, school vacations and warm weekends, residents comprise the majority of people found in the downtown during the week.

Downtown offers a wide range of businesses: retail shops, resident services, offices, restaurants, specialty food stores and both single-family and multiple-family residences. The mix of uses in the downtown lends diversity and provides for a range of activities, but it also creates competition for available building space.

One of the more pressing issues is the balance between resident- and visitor-serving uses. Downtown areas typically provide services and activities that are oriented toward the community residents. Laguna Beach, however, is also a popular visitor destination and the City's downtown is located in the midst of the visitor activity area. This combination has created a strong market for uses catering to visitors in an area that is traditionally reserved and needed for resident-serving uses.

The declining number of resident-serving businesses has affected the balance of uses in recent years. Several factors have contributed to this decline. Some businesses have been lost when their leases ended and rents were substantially increased. Residents may not patronize the downtown businesses because there is an insufficient diversity of resident-serving uses, business hours are limited, and commercial areas outside the downtown (and outside the City) compete for the same shoppers. The traffic congestion and lack of available parking also discourages residents from using the downtown.

In addition to the balance of uses, the character of the individual uses is also an important issue. The downtown is unique in many ways compared to both the Central Business Districts of other communities and other commercial areas within Laguna. This uniqueness is, in part, attributable to the businesses that sell custom, one-of-a-kind, or handmade goods.

Through zoning, it is possible to counteract some of the economic pressure on landlords to bring in tourist-serving businesses. A successful example is the large section of Ocean Avenue that has been designated as a "resident-serving" district. This district, created in 1989 with adoption of the original Downtown Specific Plan, recognized that Ocean Avenue was predominantly developed with a wide range of service-oriented businesses catering to the Laguna Beach resident. Today, Ocean Avenue retains a quiet ambiance as well as some of its service-oriented businesses beginning with the financial institutions and going easterly towards the village entrance. Southerly of the financial institutions are more restaurants and live entertainment.

A final issue concerns the consolidation of uses within a particular building. In many cases, different uses have been successfully combined within the same building. This mixed-use type of arrangement lends itself well to the village character of the downtown and allows for a variety of uses to be accommodated within a limited amount of area. A particularly desirable combination, in the heavy pedestrian traffic areas, is that of pedestrian-oriented uses on the street level, with less intensive office or residential uses on the second floor. Affordable senior citizen housing and artist live/work opportunities are both needed and compatible with this type of orientation.

1. Economic Vitality

Residents and visitors love the downtown because it is full of distinctive, attractive and interesting shops that are, in general, independently conceived and owned. These businesses play an important role in creating and maintaining a special identity for Laguna Beach that is qualitatively different from surrounding cities.

It is important that the downtown continue to provide a full range of services and merchandise for residents. For example, the post office, library, movie theater, dry cleaners, tailor, office supply, card shops, cafes and pharmacy are necessary in order to maintain a significant resident presence in the downtown. Although they are not the large businesses that are typically thought of as anchor stores, these kinds of uses serve a similar anchor function in the downtown.

Over the years, the downtown has reached a saturation level with certain kinds of uses, such as stores specializing in desserts and T-shirts. The desired limit for uses should be decided on a case-by-case basis. Because retail trends are continually changing, it is difficult to set a specific number that establishes saturation levels for all uses. For example, there are well over a dozen restaurants in the downtown and numerous retail uses have been replaced by food service, yet 59% of respondents to a 1995 Citywide Economic Development Survey indicated they would like to see a moderate, family-style restaurant locate in Laguna Beach.

Importantly, the downtown must provide a diverse mix of uses that offer distinctive merchandise and that avoid the standardized product offering associated with formula businesses. In fact, the economic vitality of the downtown is dependent upon businesses selling imaginative, quality, non-mass produced products that cannot be found, or are in limited supply, elsewhere in the area. It is the combination of interesting, high-quality, individualized shops and restaurants in an inviting downtown setting that appeals to residents and visitors alike. The downtown cannot and should not try to compete with regional shopping malls, but rather, build on the ambiance of the established village character.

Successful and desired downtown businesses are able to integrate their store design and products with the architectural character and scale of the downtown. The quality of presentation, both interior and exterior, is critical to the ambiance of the area.

Commercial vitality is generated, in part, by a downtown that is lively at night as well as day. Live entertainment is a welcome addition to the usual nightlife activities that include plays, movies, restaurants and shops. Entertainment creates excitement for residents and visitors, but noise and additional traffic impacts must be considered during the review of these proposed uses. The availability of alcohol throughout the downtown has been a concern of the Police Department. The number and concentration of alcohol-serving businesses and the recommendation of the Police Department should be carefully considered when reviewing proposed alcohol uses.

The City can select commercial uses that contribute to the vitality of the downtown through application of the Downtown Specific Plan and the conditional use permit process. Continual monitoring of the current land use inventory of downtown businesses will provide an informed basis on which to make land use decisions affecting the downtown environs.

Goal: Promote an economically viable downtown through a diversity and individuality of uses that serves both resident and visitor populations.

Topic 3 Policies –

1. Encourage additional resident-serving businesses and the continuance of existing resident-serving businesses by keeping Ocean Avenue designated as a resident-serving business district.
2. Maintain present stock of resident-serving businesses and encourage the establishment of additional resident-serving businesses within the CBD-1 Resident Serving District.
3. Consider encouraging resident-serving business by reducing fees for business licenses and for planning, zoning and building permits.
4. Encourage businesses to try new programs, including extending the hours they remain open, in an effort to appeal to more shoppers and, particularly, to benefit residents.
5. Increase the number and availability of public restrooms in the areas of the Central Bluffs and Village Entrance.
6. Discourage formula-based businesses that fail to meet criteria regarding the quality of unique merchandise, market saturation, regional draw of destination shoppers, contribution to resident needs and interior and exterior presentation.
7. Encourage businesses that enhance the character of Laguna Beach, offer distinctive merchandise and promote businesses owned and operated by highly skilled artisans.
8. Review exterior storefront presentations as well as overall interior presentation of merchandise to avoid formulaic style and/or a mass-marketing approach through the conditional use permit process.
9. Establish use saturation levels on a case-by-case basis and limit further increases through the conditional use permit process.
10. When a change of use occurs for retail and food service businesses, require such uses to obtain a Conditional Use Permit in the Downtown Specific Plan Area.
11. Require a nonconforming business to obtain a conditional use permit as part of an expansion of the use or a change in the orientation of merchandise.
12. Continually monitor the current land use inventory of downtown businesses and utilize this information in making land use decisions.
13. Ensure that businesses comply with the Conditions of Approval.
14. Promote street level uses that are pedestrian-oriented, such as retail shops.
15. Support entertainment that is indoors with the outdoor noise level to remain at or below 60 decibels at the property line.

16. Prohibit outdoor entertainment except on a case-by-case TUP (Temporary Use Permit) basis. Discourage outdoor entertainment in mixed-use properties when the mix includes office space and/or residences.
17. Periodically review entertainment uses in the downtown to ensure that cumulative impacts are not detrimental to the City.
18. Require an annual report from the Police Department regarding the status of alcohol and tobacco uses in the downtown and any police concerns regarding alcohol or other related matters.
19. Promote professional businesses/office uses on the second floor.
20. Prepare a Downtown Specific Plan Parking and Traffic Management Program. A resident-only parking area may be considered as part of this plan only if the needs of visitors and beach goers are adequately provided for. The Downtown Specific Plan Parking and Traffic Management Program shall be incorporated into the Downtown Specific Plan and shall be subject to review and approval of a Local Coastal Program amendment.
21. Prepare a Downtown Specific Plan Parking and Traffic Management Program. An employee parking area may be considered as part of this plan only if the needs of visitors and beach goers are adequately provided for. The Downtown Specific Plan Parking and Traffic Management Program shall be incorporated into the Downtown Specific Plan and shall be subject to review and approval of a Local Coastal Program amendment.
22. Encourage retention of the existing base of retail shops by limiting conversion of retail uses to food service or food-oriented uses.

Topic 4: Re-Use and Intensification

A number of properties in the downtown may be viewed as under-utilized, and consequently, redevelopment of these properties could result in intensification. Increasing land costs provide further pressure to intensify development. Some "under-utilized" parcels make a significant contribution to the atmosphere of the downtown by providing open perspectives that allow glimpses of trees, hills and buildings, and that create framing for neighboring structures. This "under-utilization," where there are numerous small buildings with character and individual identity, enhances the historic, small-scale environment of the downtown.

Historically, buildings in downtown Laguna Beach have been characterized by their limited size and scale. The limited scale and low building heights are an outgrowth of the City's original development as a small, seaside town, and are an important component of the downtown village character. The lack of tall, overbearing building heights has provided a very "human" scale to the downtown, as it exists today.

Small parcel sizes have contributed to the limited scale of development. Most of the originally subdivided parcels are less than 4,000 square feet in size. The majority of the older downtown buildings were constructed either on one lot or a few combined lots with the result that these buildings are relatively small in overall size as well as low in height.

Development on small lots resulted in buildings that cover the majority, if not all, of the lot area. Although open space and parking areas are consequently lacking on these sites, the small lots have created extensive sidewalk frontages with direct sidewalk orientation. This has helped to encourage pedestrian activity.

Economic pressures left unrestricted will dictate the ultimate conversion of vacant or under-utilized property to more intense development. Intensification can occur when lots are consolidated and the resulting development creates a larger building with greater overall size and mass. Intensification also can occur when an existing building is subdivided into a multi-unit building, or when a greater number of units are created. Intensification of property into a multi-story, multi-use building can adversely impact the streetscape from an architectural and pedestrian point of view. If a multi-story, multi-use building is improperly designed, it can have a homogeneous or monolithic appearance. Furthermore, such buildings tend not to have successful second-story retail uses because shoppers are reluctant to stray out of visual contact with the street. Intensification of existing vacant and under-utilized properties is a significant issue for the downtown because such development could collectively affect the overall look and feel of the downtown thus permanently diminishing the village character.

The sharing of office space may be one form of intensification that can be permitted without serious negative consequence to the downtown. In general, office space is limited in the downtown and, furthermore, office space on the second floor utilizes space that is not desirable for retail use. Office sharing promotes small businesses and offers a local alternative to someone who may have outgrown a home occupation. Office sharing also responds to the needs of a workforce shaped by the opportunities of increased technology, outsourcing and contract work.

The recycling or intensification of land could also impact the social structure of the community by displacing senior citizens and/or lower income residents and replacing the rich diversity of small, specialty shops, which sometimes cannot compete against rising tenant costs associated with redevelopment. The City must monitor land recycling in the downtown to ensure that a balance is maintained between the benefits of redevelopment and the costs due to aesthetic impacts and infrastructure and service demands.

Goal: Ensure that land recycling in the downtown maintains the village character.

Topic 4 Policies -

1. Discourage intensification that will result in the displacement of unique and/or resident-serving shops that contribute to the village character.
2. Evaluate cumulative effects of intensification on City services and infrastructure.
3. Discourage lot and building consolidation that conflict with the small-lot development pattern characteristic of the Downtown Specific Plan Area.
4. Preserve the historic downtown development pattern of small buildings on small lots.
5. Discourage the subdivision of existing buildings unless it enhances village character and satisfies the increased parking requirements.
6. Permit sharing of second-story office space by professionals without requiring additional parking when no permanent walls are used to divide existing space.

Topic 5: Parking, Circulation and Public Transit

One of the most notable problems in downtown Laguna Beach is the deficiency of parking facilities. The City has adopted requirements for off-street parking that are considered adequate to satisfy normal parking demands generated by commercial businesses. A parking problem continues to exist since the majority of the buildings provide little or no off-street parking. These buildings were built before the City adopted off-street parking requirements and are consequently "grandfathered." This means they receive a credit for parking which is not actually provided. This credit exists for the life of the building.

The parking problem is aggravated by the number of different user groups competing for parking spaces in the downtown. The user groups include residents, local and out-of-town shoppers, employees, recreationalists and festival-goers. Not all of these groups demand parking at the same time, but multiple parking demands exist, especially during the summer and weekends. The City's parking requirements do not currently take into consideration the extra demand created by all of these groups.

Because many shoppers in the downtown visit several stores during the same trip, parking for the various independent uses is essentially "shared" throughout the downtown. As a result, the overall parking demand generated by downtown shoppers may be less than the sum of the individual parking requirements for each business. The benefit gained by this situation is lost due to employees, recreationalists and others who generate extra demand and by the grandfathered parking credits.

Parking areas do not contribute positively to urban design and aesthetics. Perhaps the greatest impact associated with providing more parking in the downtown is the potential to worsen traffic congestion by drawing more cars into the local street circulation system. Parking areas also pose potentially negative impacts by virtue of their design and appearance. "Tuck-under" parking (parking located at or slightly below grade in an area underneath a raised building) presents exposed parking at street level while parking structures or garages typically present large driveway openings and/or a large, blank façade to the streetscape. These impacts may be minimized if vehicles are properly screened and sensitive architectural treatments are used.

Parking management techniques can be used to maximize efficient use of existing parking in the downtown thereby minimizing the parking problem. One possible means to achieve a more efficient use of available parking is to continue to use the parking facilities of businesses after they have closed. This works particularly well for the parking lots of uses that are normally closed on weekends and evenings. Almost half of the available parking spaces in the downtown (948 out of 1,923 total spaces) are located in private parking lots and are not always fully utilized during peak demand periods.

Another alternative used to provide additional on-site parking is the in-lieu parking fee program. When it is not possible to provide on-site parking, an in-lieu fee can be charged to the project developer. By utilizing the funds created through the accumulation of in-lieu fees, a public agency is able to provide consolidated public parking facilities. Consolidated parking is a more efficient use of space than onsite parking on individual lots since access and maneuvering lanes consume less area relative to the number of parking spaces. Furthermore, the size and location of consolidated public parking can be designed to address parking demand and traffic circulation constraints that are specific to the downtown area. Under the current in-lieu fee program, the cost of each in-lieu certificate is substantially less than the construction cost of a parking space. Matching the cost of an in-lieu certificate to the actual construction cost would reduce the amount of public money that must be invested in public parking facilities.

The adoption of the Downtown Specific Plan in 1989 limited the sale of in-lieu certificates to no more than three per building site. From 1989 through 1998, 74 in-lieu certificates were issued for 10 building sites. Of these 10 building sites, seven sites were issued three or fewer in-lieu certificates. Two other sites, with in-lieu certificates in excess of three, were in accordance with approvals granted prior to adoption of the Specific Plan. The last site was granted as an exception due to unusual circumstances, including the removal of street parking. While it is apparent that the limit on in-lieu certificates has been successfully implemented, this limit also restricts the City's ability to assess the full cost of parking to the use that is generating additional parking demand. Further, as long as there are lower cost parking options available, such as offsite parking, business owners have no incentive to purchase in-lieu certificates. In order to maximize the amount of parking provided with new development, the three certificates per building site limit shall be retained. Issues such as full cost recovery and providing incentives for maximum provision of parking shall be addressed in a new parking development and management system.

According to a parking survey prepared by the Chamber of Commerce and the City's Parking, Transportation and Circulation Committee in January 1997, approximately half of the people working in the downtown are Laguna Beach residents. This survey also concludes that many downtown employees park in nearby residential areas. Based on the results of this survey, it may be possible to find some improvement to the parking problem if parking management techniques are directed at downtown employee parking demand. Solutions can range from the simple, such as installing bicycle racks, which help encourage bicycle riding, to the complex, such as creating a downtown shuttle with peripheral parking.

Traffic on downtown streets reaches very heavy levels during certain periods (e.g. commuting hours and weekends). Since most downtown streets are narrow, traffic at times can become very congested. This is particularly true during the summer months when visitors and recreationalists further increase traffic. There is little opportunity to improve traffic flows, with the possible exception of establishing one-way streets in the downtown. Widening of downtown streets would detract from the intimate scale of most of the streetscapes and the special character that this scale lends to the downtown. Parking and traffic management techniques, including the development of public transit incentives, provide the potential to reduce auto dependency and parking demands. An effective transit program combined with peripheral parking is perhaps the best way of handling parking and circulation problems created by seasonal and weekend tourists. Laguna Beach is the only City in Orange County to operate a local transit program, including the operation of a very successful tram program during the summer.

Goal: Improve the traffic circulation and parking congestion in the downtown.

Topic 5 Policies -

1. Locate all-day employee parking outside the central portion of the downtown.
2. Ensure that all-day parking is reasonably priced, convenient and safe, and therefore, attractive to long-term parking needs.
3. Establish a convenient shuttle service for downtown employees to encourage use of outlying parking areas.
4. Encourage the establishment of a convenient shuttle service for beach-goers and downtown visitors to encourage use of outlying parking areas. This shuttle service may be combined with the employee shuttle service.
5. Improve the identification and availability of parking that serves the Downtown Specific Plan Area.
6. Encourage more efficient use of parking areas and maximize parking design and utility.
7. Maintain city-owned central parking lots for short-term parking needs.
8. Locate additional parking structures on the periphery of the Central Business District.
9. Develop a traffic management plan that will address parking and circulation issues in the Central Business District, including a peripheral parking program for downtown employees, and that addresses all modes of transportation, including walking, biking, transit and automobile. The traffic management plan shall be subject to approval of a Local Coastal Program amendment.
10. Maintain and promote an effective local transit program and strengthen the summer tram program through an improved public relations program that includes information about the location of peripheral parking, and through other traffic management efforts.
11. Require either onsite parking, in-lieu fees (limited to a maximum of three (3) per building site unless additional certificates are approved by the City Council as part of a public/private partnership project), or other fee as may be established through a parking management program, for all parking demands resulting from an intensification of use. A parking management program shall be subject to approval of a Local Coastal Program amendment.
12. Discourage the use of off-site parking to satisfy parking requirements until or unless such parking can be adequately monitored or replaced through a parking management program fee. A parking management program shall be subject to approval of a Local Coastal Program amendment.

13. Provide for convenient resident parking in the Central Business District only when balanced with the need to provide adequate visitor and beach goer parking.
14. Discourage the utilization of metered parking spaces for all-day downtown employees, except for all-day parking allowed on Cliff Drive and all-day parking allowed through the Business Parking Permit Program. Providing incentives that discourage all-day beach goer parking from use of metered spaces may be considered when a parking management program is prepared, as long as public access is maximized. A parking management program shall be subject to approval of a Local Coastal Program amendment.
15. Limit the number of in-lieu certificates that can be purchased for an individual building site to three (3) certificates unless additional certificates are approved by the City Council as part of a public/private partnership project or limit in accordance with a downtown parking management program. A parking management program shall be subject to approval of a Local Coastal Program amendment.
16. Increase the cost of parking in-lieu certificates to equal land acquisition and construction costs associated with providing a parking space in the downtown.
17. Establish a new parking development and management system that reflects Policies 1 through 16, immediately above. The purpose of establishing this new program will be to implement a simple, equitable system that provides more tangible public benefits. In developing this new program, all due consideration should be given to maximizing public access to the coast and to visitor amenities, maximizing convenience for residents, minimizing uncertainty for business property owners, and transferring from landlords to tenants the benefits of any in-lieu parking certificates allowable under the new program. The new parking development and management system shall be subject to approval of a Local Coastal Program amendment.

Topic 6: Municipal Services

The physical appearance of the downtown depends on a variety of factors, many of which are under the management of the City of Laguna Beach. The issues of trash disposal, road and sidewalk maintenance, policing, lighting and certain amenities are, in great part, the responsibility of the City. These items determine the feeling of the downtown, its cleanliness, safety and general attractiveness to the average citizen.

An effective trash disposal system is critical to keeping the downtown attractive. The relatively large number of restaurants in a small area makes daily pick-ups a necessity. Food wastes present an unattractive and potentially unhealthy problem. The City has worked with the contracted waste disposal provider and the local merchants to try and develop a plan for daily pick-ups, but some problems have prevented a full implementation of this process.

In addition to pick-ups, care must be taken to make the trash containers as invisible as possible to visitors in the downtown. This can be accomplished by requiring special architectural treatments for trash containers. Requiring onsite disposal for food wastes can minimize the amount of trash generated.

The issue of cleanliness also involves the condition of the streets and sidewalks. Many sidewalks have been modified in the past few years to add brick borders to give a distinctive appearance. The sidewalks in particular must be kept clean to present an attractive invitation for people to walk throughout the downtown. A dirty sidewalk will discourage pedestrian use and negatively impact the local businesses. The City currently provides frequent cleaning of the downtown sidewalks with its "Clean Machine," a vacuum sweeper that is used three to five days a week in the downtown. In addition, litter is picked up by hand daily. Sidewalk steam cleaning is provided on an as-needed basis for areas in front of ice cream stores and greasy spots near restaurants. Steam cleaning is minimized because it uses a lot of water and because it cannot be done when there is nearby public activity.

The safety of the downtown depends on a number of factors, including the presence of police, lighting and traffic controls. Starting in 1984, the City increased the visibility of police by introducing foot patrols throughout the downtown. The result of this presence has been positive for both merchants and visitors. With regard to lighting, the design guidelines in this plan envision replacement of the current 20-foot high street lights with a historic reproduction of the lights used in the 1930's. The replacement lights are lower and are designed with interesting detail to enhance the pedestrian experience. These newer lights have been installed in the area in front of City Hall.

Care must be taken with traffic safety measures to ensure that they do not detract from, and preferably enhance, the downtown ambiance. One suggestion has been to replace the existing painted crosswalks with crossing areas delineated with a distinctive material, such as brick. An example of an unattractive safety measure is the concrete barrier built along Coast Highway at Forest Avenue. Although needed for safety, no aesthetic considerations were incorporated into the barrier design and, consequently, the barrier is cold and unappealing.

The City largely controls the treatment of vegetation in the downtown. This includes the maintenance of trees in the City right-of-way, mini-gardens and flowers. The trees provide a strong visual statement and require frequent professional trimming. Since 1993, the trees in the downtown have been trimmed every two years. The mini-gardens, such as the one on the City parking lot on Ocean Avenue and planting in front of City Hall, provide an opportunity to bring a softer feeling to the urban setting.

Municipal services for the downtown are limited by the City's budget. For example, the City is currently maintaining over 1000 trees throughout the City thus limiting the frequency with which a particular tree can be trimmed. In a similar fashion, the City is required to maintain streets and sidewalks throughout the City. One method that has grown popular in many cities to supplement the municipal services budget is the creation of either a business improvement area (BIA) or a property business improvement district (PBID). These represent special assessment districts where either the business owners (BIA) or property owners (PBID) agree to additional fees that will be used to the benefit of the area they cover. These special districts generate revenue to support enhanced services, such as streetscape improvements and maintenance, with the guarantee that the extra revenue will be applied to the district.

For either a BIA or PBID, the City Council appoints an advisory board, usually comprised of business and property owners that has input into the work plans, budgeting and expenditures. Assessments for a BIA are based on retail revenues or employees whereas PBID assessments are based upon benefits received and square footage. The funds generated through a BID are derived from a fee added to annual business licensing charges. Due to the limited income generated through the business license fee, a BIA has a very narrow scope of services. Like other types of assessment districts, formulas for PBID assessments are based upon benefits received and square footage, with the assessments collected by county tax bills. PBID's generate substantially more revenue for business district improvement efforts than BIAs.

Generally, the success of these improvement districts (BIA or PBID) depends on a viable public/private partnership; much of the leadership and interest needs to come from the business community with additional involvement from a supportive local government.

Goal: Sustain a high level of cleanliness, safety and general attractiveness in the downtown through appropriate support services.

Topic 6 Policies -

1. Develop a trash management program that integrates trash facilities and pickup schedules, and incorporates recycling.
2. Implement a plan for enclosing all trash containers.
3. Maintain a schedule for frequent alley, street and sidewalk cleaning.
4. Require new businesses with food service to clean sidewalks when appropriate.

5. Require daily trash pick-up, including holiday pick-up, and daily cleaning of the trash enclosures when granting approval for a restaurant use.
6. Establish a recommended plant list for trees, shrubs, herbaceous materials and ground cover. When planting is not an option, painted faux landscaping is encouraged.
7. Maintain the use of police foot patrols throughout the downtown.
8. Maintain, at a minimum, the bi-annual schedule for trimming City trees.
9. Increase the number of flowers in the downtown by adding containers in the City right-of-way and on streetlights, and encourage businesses to plant flowers where possible. When planting is not an option, painted faux landscaping is encouraged.
10. Ensure that any safety measures, such as traffic barriers, are aesthetically attractive.
11. Investigate the creation of a PBID (Property Business Improvement District) or BIA (Business Improvement Area) for the downtown.
12. Investigate City-provided watering of public and private plantings/flowers in the downtown.

Topic 7: Hazard Planning

Of the environmental hazards potentially affecting the downtown, the flood hazard is of greatest concern.

Downtown Laguna Beach is subject to periodic flooding due to overflowing of the Laguna Canyon flood control facilities during a major flood event. The depth of flooding in most areas of the downtown would not be tremendous, but it would still present a safety hazard and property damage risk. During the extreme El Nino conditions of 1997-98, storms produced flood heights of approximately one to two feet at Forest Avenue, two to three feet at Beach Street, and three to four feet at Coast Highway. The flood heights decreased toward the perimeter of the floodplain.

To qualify for federal flood insurance and to protect against 100-year flood hazards, the City has adopted federally-developed standards for construction in floodplain areas. For the reconstruction in floodplain or replacement of existing commercial buildings with no increase in building area, the requirements only necessitate that the building be "floodproofed." This entails incorporation of special measures to seal the building from being inundated by floodwaters.

The standards for new or expanded buildings and substantial improvement of residential buildings require the ground floor to be constructed at least one foot above the 100-year floodplain elevation and that no net increase in the impediment or level of floodwaters result. The most common way of accomplishing this is to construct the building on a pier foundation system that allows floodwaters to flow underneath the building.

A few buildings in the downtown, such as the Lumberyard Mall on Forest Avenue and the Loge Building (489 Ocean Avenue) were constructed within some of the constraints of the current floodplain regulations. Other development, such as the Plaza Building (303 Broadway) and the Security Pacific Building (corner of Forest and Second) were not required to comply with the floodplain regulations due to their status as remodels.

The incorporation of flood mitigation measures into buildings not only increases construction costs but also has the potential to detract from aesthetic and urban design objectives. In particular, the raising of buildings on pier foundations can increase height, impair the ability to create pedestrian orientation and interest, and diminish the overall attractiveness and effectiveness of the building design. Buildings faced with complying with these requirements will need to be designed with extra sensitivity to attempt to overcome these potential adverse effects as much as possible. One method used successfully since 1997 has been the requirement for the installation of floodgates at the entrances to businesses. These gates are essentially planks of wood inserted between rails to block the direct flow of water along the streets and prevent the water from entering the building.

Other City documents, such as the Safety Element and the Land Use Element of the General Plan, provide numerous goals and policies applicable to hazard planning, and the Municipal Code contains requirements for geologic and hydrologic analysis for construction on existing, subdivided lots.

Current plans call for construction of a new drainage channel for Laguna Creek between the Village Entrance area and the ocean in 2002. This is intended to eliminate the problems caused at Beach Street where the flow capacity is constricted from 2000 cubic feet per minute to 800 cubic feet per minute.

Goal: Balance design considerations and aesthetics with environmental hazard constraints.

Topic 7 Policies -

1. As part of the design review process, balance the federally mandated flood plain regulations with the need to retain the aesthetic qualities of the downtown.
2. Actively pursue construction of improvements to the flood control channel from the Village Entrance to the ocean.
3. Promote the installation of floodgates at all buildings in the floodplain.

Topic 8: View Preservation

The protection and enhancement of significant public views is an important urban design issue. The hillsides and oceanfront that border and surround the downtown provide many prominent scenic views. These views can be hindered or enhanced depending upon the respect and attention they are given as part of the design process.

Proper consideration of views involves both creating and preserving view corridors. It further involves protecting against the blockage or interference of significant views by the insensitive siting of buildings. Sensitive design concepts can also enhance public views by highlighting or framing them with design components. Views are also influenced by the presence of trees. When properly trimmed, trees can provide a framing of critical vistas.

The views encountered most often from downtown streets and sidewalks are those of nearby hillsides and narrow view corridors to the beach and ocean. These views lend a first-hand sense of the natural environment and contribute substantially to the enjoyment of the environment.

Goal: Preserve the downtown views of the hillsides, beach and ocean.

Topic 8 Policies -

1. Establish building envelopes for new buildings and additions so that important public views are preserved.
2. Incorporate view preservation considerations into the design review process.
3. Consider impact of tree selection and maintenance on views.

Topic 9: Housing

Very few vacant parcels exist and land that is vacant is characterized by high commercial land values. Because market conditions make commercial projects much more attractive than residential projects, incentives for new housing in the downtown may be necessary.

Existing downtown housing opportunities are primarily limited to multiple-family rental units. The single-family dwellings that are in the downtown are usually listed in the City's Historical Resource Inventory of significant structures. Economic pressure for recycling of the structures from residential to commercial uses could result in the loss of these existing residences. One way to compensate for the loss of residential units is to encourage the "caretaker's unit" concept, where a portion of the house that is being converted to commercial use, is reserved and maintained as a residential unit. Another possibility is the requirement for mixed-use developments, reserving the second floor for residential use. It may also be desirable to encourage the conversion of second story commercial uses to residential uses, or artist live/work. Incentives could be offered for conversions, such as reduced building permit fees or parking credits.

Providing affordable housing has been identified as a high priority in recent years. The Housing Element of the City's General Plan identifies 37.5 percent of elderly households as being very low income. It also estimates that there are 833 low- and moderate-income elderly households that are overpaying for housing. This represents nearly ten percent of all households in Laguna Beach. The elderly are not the only local population in need of affordable housing. Approximately one-quarter of households (including the elderly) in the City are classified as very low income. Other groups with specialized housing needs that could be addressed in the downtown are the handicapped and persons with AIDS. The General Plan identifies possible locations for low- and moderate-income housing projects that are located within the downtown area.

Goal: To preserve and enhance housing opportunities in the downtown area.

Topic 9 Policies -

1. Provide publicly financed, affordable housing for senior, disabled and/or low-income individuals.
2. Promote the development of low-income housing for individuals, including those who are seniors or disabled, by private industry (such as the Federal Government Section 8 Housing Program) by making available density bonuses, reduced development standards, financial assistance (in-lieu housing fees) and other appropriate measures.
3. Encourage a mixture of residential and commercial uses within a single building. Artist live/work would be an especially desirable option in an appropriate location.
4. Encourage caretaker units, mixed-use developments, and conversions of second-story, commercial uses to residential units.
5. Discourage the elimination of residential units in the downtown.

Topic 10: Civic Art District

Building on the City's identity as an arts community, the Civic Art District is being created as a cultural center for the City. Establishment of this District provides a unique opportunity for planning the main entrance to the City and for integrating the multiple arts uses into a coherent vision.

The Civic Art District covers the northernmost area of the Downtown Specific Plan. This area, covering approximately 45 acres, extends from the northerly side of Third Street out to the Boys and Girls Club on Laguna Canyon Road, and includes the Festival of Arts grounds.

Properties within the District are both publicly and privately owned. In addition to the City Hall complex, these properties include the Village Entrance site, the Festival of the Arts and Irvine Bowl, the Laguna Playhouse, and the Art-A-Fair and Sawdust Festival grounds. There are six additional properties that support a variety of uses including an artist live/work development, a mixed-use commercial center, artist studios and a graphic arts company. Anticipated development projects for this area include expansion to the Laguna Playhouse, a performing arts school, and additional off-season use of the Festival of the Arts, Art-A-Fair and Sawdust grounds.

The Village Entrance site, located at the junction of Laguna Canyon Road, Broadway and Forest Avenue, forms the cornerstone to the Civic Art District. The Village Entrance site is perhaps the most visible property in the district, but, in its present condition, the site presents an unattractive entry and discourages pedestrian movement to the north end of town. While planning efforts have already focused on the Village Entrance site, the formation of a Civic Art District recognizes the need to develop a cohesive plan for not only the Village Entrance, but also to include neighboring properties that are closely linked through the built environment and existing land uses.

The Civic Art District is distinctive from other areas of the downtown. Physically, the area is marked by the steep hillside slopes of Laguna Canyon and Laguna Canyon Road which is a wide, busy highway that generates high noise levels and inhibits pedestrian movement between the art festival sites, the Village Entrance site and the main downtown activity center. Additional constraints to development include the flood control channel, the frontage road and an overall lack of planning for sidewalks and parking. Existing development is less intense than in other areas of the downtown. Establishment of the Civic Art District will allow development regulations to be tailored to the specific needs of this area of the downtown.

The Civic Art District will enable this area to fulfill its potential as the cultural center of Laguna Beach. The Village Entrance site, at the heart of the District, will also serve as the central parking and drop-off point for the District's cultural facilities and businesses. From this point, pedestrian walkways will reach throughout the District and link with the City's downtown allowing residents and visitors to stroll to various points of interest. The pedestrian walkways will be beautifully landscaped in a park-like manner with seating and covered areas scattered throughout. The existing flood channel may be covered and chain-link fences removed to make way for these pedestrian facilities. In addition to landscaping with flowers, indigenous plants and trees, various works of art will be placed at select points along the pathways for public enjoyment. These public areas and walkways will be enhanced during the night hours with an aesthetically pleasing lightscape. Driver and pedestrian safety will be enhanced and access improved with an addition of a traffic signal and a pedestrian crosswalk at the entrance to Laguna Canyon Frontage Road.

The Village Entrance site should allow convenient parking for visitors to the Civic Art District and the downtown. The design of the Village Entrance will invite and entice those traveling on Laguna Canyon Road to stop and enjoy the cultural and recreational offerings in the District as well as in the downtown area. A parking structure with appropriate access will provide convenient ingress and egress to Laguna Canyon Road and Forest Avenue and will assist in relieving traffic congestion in the downtown area. A pedestrian bridge linking the north and south sides of Laguna Canyon Road would allow safe and convenient access to all attractions within the District.

Year-round cultural and art-related activities will be encouraged within the District. There will be new development that is in scale with the surrounding topography and that creates a dramatic impact.

Goal: Ensure that planning for the downtown addresses the special problems of the Civic Art District.

Topic 10 Policies –

1. Create a Civic Art District around the Village Entrance site for the purpose of providing an attractive focus for community social, cultural, artistic and recreational facilities.
2. Encourage the extension of pedestrian activity further north along Forest Avenue, Ocean Avenue and Broadway connecting with the Village Entrance site and Civic Art District and providing an important link between festival areas and the central downtown.
3. Develop a master plan for the Village Entrance site, which includes pedestrian circulation, parking, lighting and landscaping. Limit any permanent development on the site until such a plan is adopted, especially with regard to possible conflicts with pedestrian or landscape linkages.
4. Relocate the Corporation Yard to maximize reuse opportunities on the Village Entrance site.

5. Apply General Plan/Local Coastal Program policies and standards of the Downtown Specific Plan to the Village Entrance site.
6. Require public art in the Civic Art District that includes artist-designed sculpture, banners, benches and water features.
7. Permit building height limits in the Civic Art District that relate to the scale of the surrounding topography and that encourage cultural and arts-related uses. Additional building height should not detract from the diversity of building styles, maintenance of the pedestrian atmosphere or the village atmosphere that characterize the central business district.
8. Encourage year-round cultural and art-related activities within the Civic Art District.
9. Complete a design competition to create a cohesive urban design plan for the Civic Art District within two years from the date of the Downtown Specific Plan approval.

Topic 11: Central Bluffs

The Central Bluffs unique proximity to Main Beach Park and the Central Business District and its natural, physical beauty and special pedestrian amenities mandate sensitive planning efforts. The characteristic landforms, ocean views, historic structures and low-scale development give the area its identity as a unique stretch of Southern California coastline.

This area presents a unique opportunity to create a land use pattern that combines and balances sensitive environmental features, public amenities and new development. The physical and historical prominence of the area requires careful attention to site planning details and implementation of community goals and policies. In addition to the goals and policies and design guidelines set forth in this document, the Central Bluffs area is also specifically addressed in the General Plan particularly in regard to urban design, view preservation, coastal land features, natural hazards, pedestrian access/orientation, visitor-serving uses, historic preservation and shoreline protection.

Goal: Ensure that planning for the downtown addresses the special problems of the Central Bluffs.

Topic 11 Policies -

1. Apply General Plan Urban Design standards of the Downtown Specific Plan to the Central Bluffs.
2. Implement the special planning and design criteria that are set forth in the Central Bluffs Land Use District.
3. Coordinate with property owners to promote coordinated development for the Central Bluffs area that incorporates the special planning and design criteria set forth in the Land Use District.
4. Enhance existing view corridors and ensure that new development incorporates new viewshed opportunities.
5. Prevent bluff erosion by ensuring that new development balances design considerations with aesthetics and environmental constraints.
6. Require that expansions or new development incorporate building design features that are low profile, low-intensity, sensitive to topographic features and articulated along Coast Highway to provide interest and relief to the streetscape.
7. Encourage any expansion or new development to incorporate pedestrian access and amenities.
8. Promote the unique character and viability of the Central Bluffs by encouraging redevelopment that provides a diversity of retailing, socializing, entertainment and special event activities.

9. Encourage the preservation and adaptive reuse of historically significant structures.
10. If a proposed Planned Integrated Development incorporates amenities and/or benefits to the City beyond those required in the property development standards, then the City may consider and approve changes to the property development standards and special planning and design criteria as set forth in the Property Development Standards section of the Land Use District. These amenities and/or benefits should be ones that enhance the public access and enjoyment of the area.
11. Develop design standards for improvements to dedicated accessways.

**SECTION IV
URBAN DESIGN**

SECTION IV: URBAN DESIGN

Introduction

A major objective of the Specific Plan is to enhance the special aesthetic qualities of the downtown and to make the area more pleasant, attractive, and functional. These objectives are largely achieved through the implementation of urban design standards and improvements. This section sets forth a specific program for urban design in downtown Laguna Beach.

The Urban Design Program is divided into two segments. The first segment is the Urban Design Plan that establishes recommended improvements principally for the public areas of the downtown. The second segment consists of Urban Design Guidelines. These guidelines set forth the design measures that should be followed for all buildings, improvements and other facilities in the downtown.

Urban Design Plan

The Specific Plan is intended to enhance the unique design qualities in the downtown, preserve diversity, strengthen the pedestrian orientation and create a distinct physical environment. Urban design measures can be effectively used to accomplish these objectives. Described below are the primary features of the Urban Design Plan.

1. Textured Crosswalks and Street Intersections

The street intersections and crosswalks in the downtown are strategic in that they have broad visual exposure and accommodate the circulation of both pedestrians and motorists. The Urban Design Plan recommends that all crosswalks and most intersection areas be treated with special paving. The special crosswalk paving (brick or other textured material) will help to define and direct pedestrian circulation. The intersection paving will help define arrival into the downtown area for motorists, as well as add visual interest to the streetscape. The intersection of Forest Avenue and Laguna Canyon Road in particular is recommended to be reconfigured to create a distinct visual image at the entryway to the downtown.

2. Traffic Signals

The Urban Design Plan recommends the study of a new traffic signal on Laguna Canyon Road at the entrance to the Festival of Arts grounds. Pedestrian circulation and vehicular turning movements are substantially impaired at this location due to heavy traffic volumes. The Urban Design Plan also recommended a traffic signal at the intersection of Broadway and Beach Streets; this signal, which was installed in 1995, has significantly improved traffic movement at that location. An additional modification to signalize the northwesterly leg of Beach Street is scheduled by the City and CalTrans.

3. Landscape Improvements

Special landscape improvements are recommended for certain locations in the downtown. The Village Entrance area is recommended to receive special treatment as a means to strengthen and enhance the image and appearance of that area as a gateway to the City and the downtown. The Plan also calls for extensive landscaping along Broadway in order to create a "boulevard" effect. This will help to create new pedestrian interest and extend the entryway treatment further into the downtown. Landscape treatments are also called for along the outer perimeters of parking areas to soften their visual impact as viewed from adjacent sidewalks. A program to implement landscape improvements in the downtown should include development of a list of approved plant materials. Importantly, any landscape improvement program should implement the Neighborhood Landscape Suggestions as identified and described in the Landscape and Scenic Highways Resource Document.

4. Sidewalks

As the primary carriers of pedestrian traffic, sidewalks should be both functional and attractive. The Urban Design Plan consequently recommends the incorporation of special paving materials into sidewalks wherever feasible. Standards for sidewalk treatment are detailed in the City's construction standards and specifications for construction of public works. It is also recommended that parking meters along Forest Avenue be changed from singles to doubles to decrease the number of obstacles on the sidewalk.

5. Alleyway Treatments

With certain improvements, alleyways in the downtown can be made into attractive pedestrian passageways and in the process create new interest and dimensions in the downtown environment. The Urban Design Plan recommends that downtown alleyways be enhanced by special treatment of trash and loading areas, paved with special materials, landscaped, and lighted to encourage pedestrian usage and where appropriate, include art features.

6. Street Lighting

The Urban Design Plan recommends placing utility wires underground and installing new street lighting using ornamental poles. The new 15-foot high street lights would be substantially shorter and more aesthetically pleasing than the existing 30-foot poles.

The Civic Art District will enable this area to fulfill its potential as the cultural center of Laguna Beach. The Village Entrance site, at the heart of the District, will also serve as the central parking and drop-off point for the District's cultural facilities and businesses. From this point, pedestrian walkways will reach throughout the District and link with the City's downtown allowing residents and visitors to stroll to various points of interest. The pedestrian walkways will be beautifully landscaped in a park-like manner with seating and covered areas scattered throughout. The existing flood channel may be covered and chain-link fences removed to make way for these pedestrian facilities. In addition to landscaping with flowers, indigenous plants and trees, various works of art will be placed at select points along the pathways for public enjoyment. These public areas and walkways will be enhanced during the night hours with an aesthetically pleasing lightscape. Driver and pedestrian safety will be enhanced and access improved with an addition of a traffic signal and a pedestrian crosswalk at the entrance to Laguna Canyon Frontage Road.

The Village Entrance site should allow convenient parking for visitors to the Civic Art District and the downtown. The design of the Village Entrance will invite and entice those traveling on Laguna Canyon Road to stop and enjoy the cultural and recreational offerings in the District as well as in the downtown area. A parking structure with appropriate access will provide convenient ingress and egress to Laguna Canyon Road and Forest Avenue and will assist in relieving traffic congestion in the downtown area. A pedestrian bridge linking the north and south sides of Laguna Canyon Road would allow safe and convenient access to all attractions within the District.

Year-round cultural and art-related activities will be encouraged within the District. There will be new development that is in scale with the surrounding topography and that creates a dramatic impact.

Goal: Ensure that planning for the downtown addresses the special problems of the Civic Art District.

Topic 10 Policies –

1. Create a Civic Art District around the Village Entrance site for the purpose of providing an attractive focus for community social, cultural, artistic and recreational facilities.
2. Encourage the extension of pedestrian activity further north along Forest Avenue, Ocean Avenue and Broadway connecting with the Village Entrance site and Civic Art District and providing an important link between festival areas and the central downtown.
3. Develop a master plan for the Village Entrance site, which includes pedestrian circulation, parking, lighting and landscaping. Limit any permanent development on the site until such a plan is adopted, especially with regard to possible conflicts with pedestrian or landscape linkages.
4. Relocate the Corporation Yard to maximize reuse opportunities on the Village Entrance site.

5. Apply General Plan/Local Coastal Program policies and standards of the Downtown Specific Plan to the Village Entrance site.
6. Require public art in the Civic Art District that includes artist-designed sculpture, banners, benches and water features.
7. Permit building height limits in the Civic Art District that relate to the scale of the surrounding topography and that encourage cultural and arts-related uses. Additional building height should not detract from the diversity of building styles, maintenance of the pedestrian atmosphere or the village atmosphere that characterize the central business district.
8. Encourage year-round cultural and art-related activities within the Civic Art District.
9. Complete a design competition to create a cohesive urban design plan for the Civic Art District within two years from the date of the Downtown Specific Plan approval.

Topic 11: Central Bluffs

The Central Bluff's unique proximity to Main Beach Park and the Central Business District and its natural, physical beauty and special pedestrian amenities mandate sensitive planning efforts. The characteristic landforms, ocean views, historic structures and low-scale development give the area its identity as a unique stretch of Southern California coastline.

This area presents a unique opportunity to create a land use pattern that combines and balances sensitive environmental features, public amenities and new development. The physical and historical prominence of the area requires careful attention to site planning details and implementation of community goals and policies. In addition to the goals and policies and design guidelines set forth in this document, the Central Bluffs area is also specifically addressed in the General Plan particularly in regard to urban design, view preservation, coastal land features, natural hazards, pedestrian access/orientation, visitor-serving uses, historic preservation and shoreline protection.

Goal: Ensure that planning for the downtown addresses the special problems of the Central Bluffs.

Topic 11 Policies -

1. Apply General Plan Urban Design standards of the Downtown Specific Plan to the Central Bluffs.
2. Implement the special planning and design criteria that are set forth in the Central Bluffs Land Use District.
3. Coordinate with property owners to promote coordinated development for the Central Bluffs area that incorporates the special planning and design criteria set forth in the Land Use District.
4. Enhance existing view corridors and ensure that new development incorporates new viewshed opportunities.
5. Prevent bluff erosion by ensuring that new development balances design considerations with aesthetics and environmental constraints.
6. Require that expansions or new development incorporate building design features that are low profile, low-intensity, sensitive to topographic features and articulated along Coast Highway to provide interest and relief to the streetscape.
7. Encourage any expansion or new development to incorporate pedestrian access and amenities.
8. Promote the unique character and viability of the Central Bluffs by encouraging redevelopment that provides a diversity of retailing, socializing, entertainment and special event activities.

9. Encourage the preservation and adaptive reuse of historically significant structures.
10. If a proposed Planned Integrated Development incorporates amenities and/or benefits to the City beyond those required in the property development standards, then the City may consider and approve changes to the property development standards and special planning and design criteria as set forth in the Property Development Standards section of the Land Use District. These amenities and/or benefits should be ones that enhance the public access and enjoyment of the area.
11. Develop design standards for improvements to dedicated accessways.

SECTION IV
URBAN DESIGN

SECTION IV: URBAN DESIGN

Introduction

A major objective of the Specific Plan is to enhance the special aesthetic qualities of the downtown and to make the area more pleasant, attractive, and functional. These objectives are largely achieved through the implementation of urban design standards and improvements. This section sets forth a specific program for urban design in downtown Laguna Beach.

The Urban Design Program is divided into two segments. The first segment is the Urban Design Plan that establishes recommended improvements principally for the public areas of the downtown. The second segment consists of Urban Design Guidelines. These guidelines set forth the design measures that should be followed for all buildings, improvements and other facilities in the downtown.

Urban Design Plan

The Specific Plan is intended to enhance the unique design qualities in the downtown, preserve diversity, strengthen the pedestrian orientation and create a distinct physical environment. Urban design measures can be effectively used to accomplish these objectives. Described below are the primary features of the Urban Design Plan.

1. Textured Crosswalks and Street Intersections

The street intersections and crosswalks in the downtown are strategic in that they have broad visual exposure and accommodate the circulation of both pedestrians and motorists. The Urban Design Plan recommends that all crosswalks and most intersection areas be treated with special paving. The special crosswalk paving (brick or other textured material) will help to define and direct pedestrian circulation. The intersection paving will help define arrival into the downtown area for motorists, as well as add visual interest to the streetscape. The intersection of Forest Avenue and Laguna Canyon Road in particular is recommended to be reconfigured to create a distinct visual image at the entryway to the downtown.

2. Traffic Signals

The Urban Design Plan recommends the study of a new traffic signal on Laguna Canyon Road at the entrance to the Festival of Arts grounds. Pedestrian circulation and vehicular turning movements are substantially impaired at this location due to heavy traffic volumes. The Urban Design Plan also recommended a traffic signal at the intersection of Broadway and Beach Streets; this signal, which was installed in 1995, has significantly improved traffic movement at that location. An additional modification to signalize the northwesterly leg of Beach Street is scheduled by the City and CalTrans.

3. Landscape Improvements

Special landscape improvements are recommended for certain locations in the downtown. The Village Entrance area is recommended to receive special treatment as a means to strengthen and enhance the image and appearance of that area as a gateway to the City and the downtown. The Plan also calls for extensive landscaping along Broadway in order to create a "boulevard" effect. This will help to create new pedestrian interest and extend the entryway treatment further into the downtown. Landscape treatments are also called for along the outer perimeters of parking areas to soften their visual impact as viewed from adjacent sidewalks. A program to implement landscape improvements in the downtown should include development of a list of approved plant materials. Importantly, any landscape improvement program should implement the Neighborhood Landscape Suggestions as identified and described in the Landscape and Scenic Highways Resource Document.

4. Sidewalks

As the primary carriers of pedestrian traffic, sidewalks should be both functional and attractive. The Urban Design Plan consequently recommends the incorporation of special paving materials into sidewalks wherever feasible. Standards for sidewalk treatment are detailed in the City's construction standards and specifications for construction of public works. It is also recommended that parking meters along Forest Avenue be changed from singles to doubles to decrease the number of obstacles on the sidewalk.

5. Alleyway Treatments

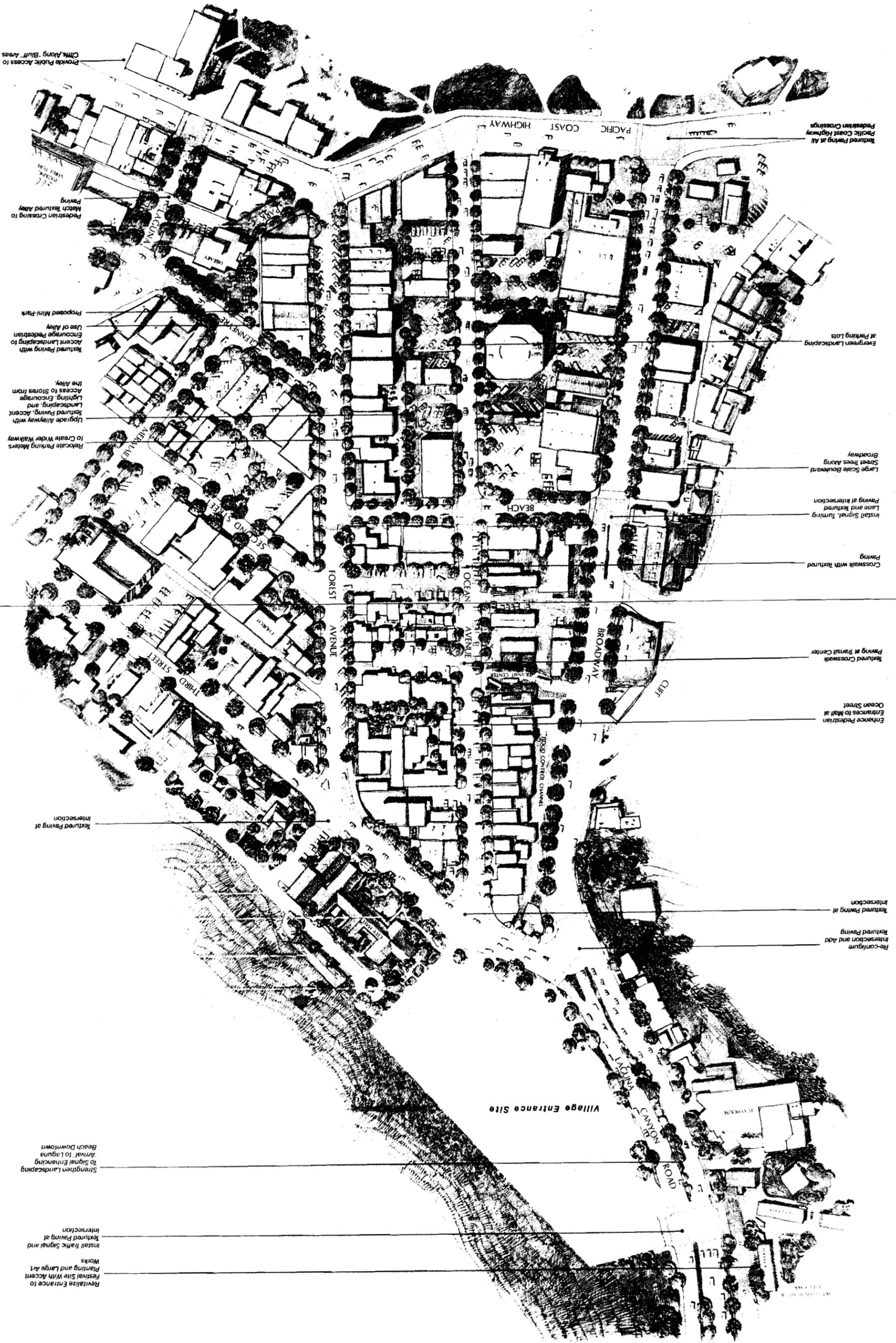
With certain improvements, alleyways in the downtown can be made into attractive pedestrian passageways and in the process create new interest and dimensions in the downtown environment. The Urban Design Plan recommends that downtown alleyways be enhanced by special treatment of trash and loading areas, paved with special materials, landscaped, and lighted to encourage pedestrian usage and where appropriate, include art features.

6. Street Lighting

The Urban Design Plan recommends placing utility wires underground and installing new street lighting using ornamental poles. The new 15-foot high street lights would be substantially shorter and more aesthetically pleasing than the existing 30-foot poles.

LAGUNA BEACH DOWNTOWN SPECIFIC PLAN • URBAN DESIGN RECOMMENDATIONS

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Provide Public Access to
Cliff Along "Bluff" Areas

Pedestrian Crossing to
Match Textured Alley
Paving

Proposed Mini-Park
Use of Alley

Accent Landscaping to
Encourage Pedestrian
Use of Alley

Textured Paving with
Accent Landscaping to
Encourage Pedestrian
Use of Alley

Upgrade Alleyway with
Textured Paving, Accent
Landscaping, and
Access to Stores from
the Alley

Relocate Parking Meters
to Create Wider Walkway

Textured Paving at All
Pacific Coast Highway
Pedestrian Crossings

Evergreen Landscaping
at Parking Lots

Large Scale Boulevard
Street Trees Along
Broadway

Install Signal, Turning
Lane and Textured
Paving at Intersection

Crosswalk with Textured
Paving

Textured Crosswalk
Paving at Transit Center

Entrances to Mall at
Ocean Street

Textured Paving at
Intersection

Re-configure
Intersection and Add
Textured Paving

Strengthen Landscaping
to Signal Enhancing
Arrival to Laguna
Beach Downtown

Install Traffic Signal and
Textured Paving at
Intersection

Reutilize Entrance to
Festival Site with Accent
Planting and Large Art
Works

Village Entrance Site

URBAN DESIGN GUIDELINES

The Urban Design Guidelines are composed of written statements, which articulate the City's basic design philosophy. The Guidelines also include photographs of buildings and improvements in the downtown, which visually communicate these design objectives. Importantly, the Design Guidelines establish the goals and concepts for good design and provide the framework for the City's design review process. Well-designed buildings, landscaping and public open spaces reflect the quality and values of a community, enhance the visual character of the City and increase building and property values. A major emphasis of the guidelines is on the architectural form and detail of buildings, and on landscaping. The design of open spaces, parking areas and signs are also addressed. The Guidelines provide for necessary latitude in the Design Review process since the evaluation of building design includes the application of judgment and discretion. The Guidelines focus on the composition of good design and represent the design interests and priorities of the City. Each project that requires Design Review must be consistent with these Guidelines.

SITE RELATIONSHIPS AND VIEWS

DESIGN POLICY

Require building mass, placement and setback relationships to be functionally and aesthetically compatible with their surroundings.



DESIGN GUIDELINES

1. The impact on important views to natural features or landmarks should be considered in site design. Buildings should be positioned to “frame” views rather than obstruct them. Important view corridors to the ocean or hillsides must be protected.
2. The site design should demonstrate concern for energy conservation and access to sunlight.
3. Buildings should be sited to integrate with the pedestrian circulation network.
4. Buildings should be sited to take advantage of mountain, ocean and surrounding hillside views.
5. Building forms must step with and reflect the landforms on which they are built. Terracing of buildings tends to diminish the mass and may provide opportunities to conceal parking or mechanical equipment.
6. Mechanical equipment, trash, and loading and storage areas should be screened from public view.

7. Parking structures and surface lots must be located to minimize impacts on major pedestrian ways.
8. Safe maneuvering of delivery vehicles must be considered in building and site design.
9. Structures must complement the general design and bulk of buildings in surrounding areas. New buildings must be sympathetic to the scale, form and proportion of older development.
10. Design repetition that results in the appearance of sameness between structures must be avoided.
11. Parking garages and tuck-under parking often diminish the walking and shopping experience of a pedestrian-oriented environment. Discourage parking that is visible to the sidewalk pedestrian wherever possible.
12. Preservation of historically significant buildings, or those buildings identified in the City's historic resources inventory or historic register, shall be promoted.
13. As part of the design review process, drawings, photographs or models showing how the proposed structure or changes will relate in scale and architectural detail to the existing streetscape should be provided.
14. As part of the design review process, scale models should be required for all significant projects.

LANDSCAPING / STREETScape

DESIGN POLICY

Ensure that landscaping is an important part of overall site and building design and not merely treatment for leftover space.



DESIGN GUIDELINES

1. Landscaping can be in the form of planting beds, raised planters, containers or window boxes when they do not intrude in the public right-of-way.
2. Landscaping can help to identify entrances, separate outdoor dining areas, or shade courtyards.
3. Special paving such as brick, stone or tile can be used to identify store entrances and provide a visual link with the streetscape.
4. Landscaping or art features can be used to screen trash, equipment, storage and loading areas from public view.
5. Where buildings are set back from the sidewalk or alley, landscaping can be used to treat both the setback area and the exposed walls of adjacent buildings. Trees, planting beds or raised planters can help define the sidewalk edge but must not impose a hazard to pedestrians.
7. Benches, kiosks or art features should be incorporated into the landscaping as amenities to pedestrians.

8. Nighttime illumination of landscaping, paths, trees or art features can contribute to the safety and beauty of the downtown.
9. Important existing trees should be preserved.
10. Landscaping and, where possible, art features should be an important component of parking lot design. (See parking.)
11. Landscaping must be selected and maintained at a scale that is consistent with the building site and the overall pedestrian scale of the downtown.
12. Landscape plans must be submitted as part of the design review process.
13. Specific plant materials should be selected for proper scale and appropriateness to the village character.
14. Native vegetation should be used wherever possible.
15. Areas such as courtyards or plazas should provide a 24-inch box tree, or equivalent, and/or art features for every 200 square feet of paved area.
16. Areas designed for pedestrian passage where trees are inappropriate should provide vegetation in the form of potted plants, ground cover, vines and shrubs for 25 percent of such area.

PARKING

DESIGN POLICY

Create and maintain public and private parking facilities that are designed and aesthetically treated to contribute to the village character of the community.



DESIGN GUIDELINES

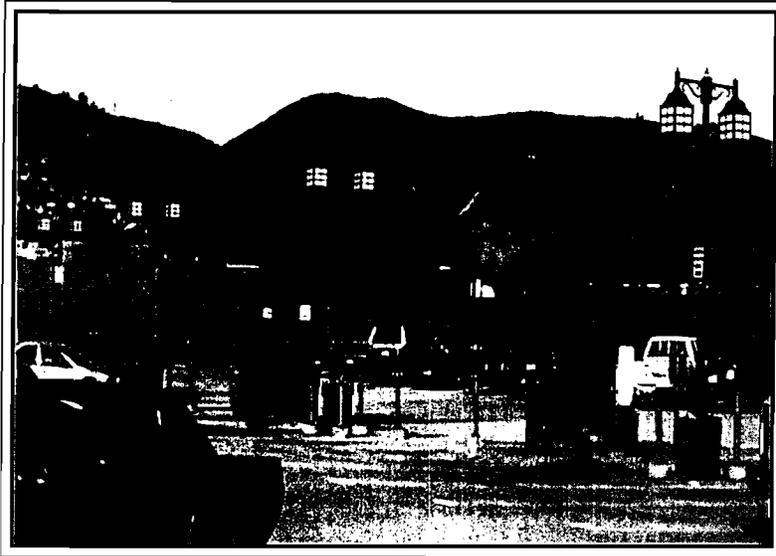
1. The safety of both the driver and the pedestrian should be of utmost concern in designing parking areas.
2. Parking structures and lots must be designed and landscaped to be compatible with associated buildings and exhibit the same concern for maintaining the village character.
3. Parking structures and surface lots must be designed to maintain the pedestrian scale and interest along the streetscape.
4. Wherever possible, ingress/egress to parking garages should avoid crossing sidewalks.
5. The impact of entrances and exits to parking garages along major pedestrian ways should be reduced by minimizing their size, integrating the opening with the overall architecture, and using amenities such as gates, landscaping and special paving.
6. All surface parking areas should be landscaped with the majority of the planting along street frontages and alleys.

7. Within the parking areas, trees, shrubs and ground cover should be used to break up large expanses of paving, provide shade and reduce glare.
8. Along pedestrian ways and streets, hedges, shrubs and low fences should be used to screen view of parked cars.
9. Kiosks, street furniture, including artist-designed benches and art features can be incorporated into the landscaping of parking areas.
10. Directional signs should be used as necessary to direct motorists to municipal parking areas.
11. Parking meters should be eliminated or consolidated and placed in such a way so as to minimize impacts on the streetscape and pedestrian circulation.

PARKING LIGHTING

DESIGN POLICY

Ensure that public parking lots or structures used at night maintain lighting that is adequate for safety but that is not overly bright.



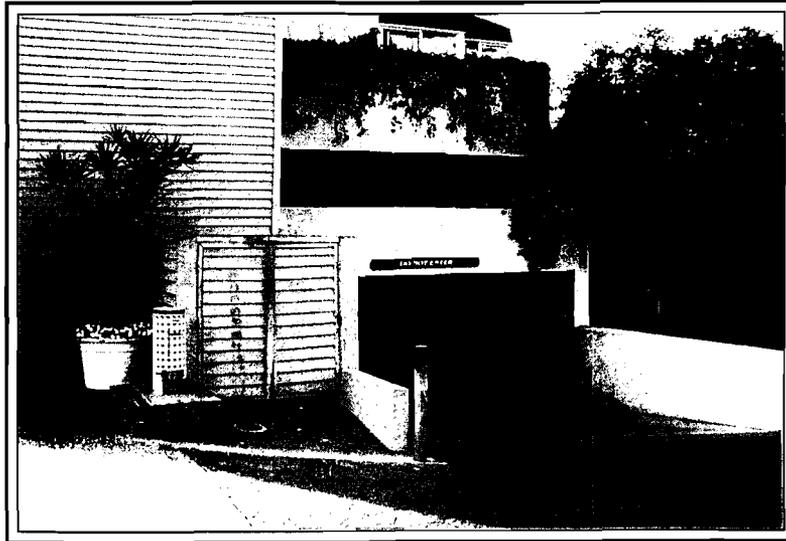
DESIGN GUIDELINES

1. Parking lots and structures should use warm, soft lighting for general illumination. Brighter, whiter lighting should be used only to identify entrances and accentuate pedestrian circulation. Low-pressure sodium vapor lighting is prohibited.
2. Lighting must be on low poles or fixtures and all parking lot or parking garage lighting must be shielded to prevent glare or intrusion on neighboring properties.
3. Lights on poles (10' to 20') should be used with care. It is important that specially designed fixtures prevent light intrusion onto neighboring properties.
4. "Bollard-style" fixtures (lighting on low posts, about three feet high, made of wood, metal or concrete) and shorter pole-mounted fixtures can be used to effectively identify and illuminate pedestrian walkways.
5. Shielded spotlights can be used to highlight trees, artwork, or other special landscape features.
6. Lighting for security purposes must be incorporated into parking areas.

LOADING FACILITIES

DESIGN POLICY

Locate and/or screen loading facilities in such a way as not to detract from the aesthetics of the building, adjacent buildings or pedestrian ways.



DESIGN GUIDELINES

1. Loading facilities must be located when possible so as not to be visible from the street.
2. Loading facilities must be designed to match the rest of the building so that they are not readily distinguishable.
3. Loading areas should be screened with fencing and/or landscaping compatible with the overall building design.
4. Safe maneuvering of delivery vehicles must be considered in locating loading facilities.
5. Combined loading facilities for adjacent properties should be encouraged.
6. When public thoroughfares are impacted, loading zones must allow passageway for pedestrians even when such areas are in use.

TRASH, STORAGE AND EQUIPMENT AREAS

DESIGN POLICY

Require that outdoor areas for trash, storage or equipment are adequately screened from public view and located to minimize noise or odor impacts on surrounding areas.



DESIGN GUIDELINES

1. Trash and storage areas must be screened by landscaping, fencing, berms, art features or other devices integral with overall site and building design.
2. Trash and storage enclosures must be constructed of materials that will allow them to blend with the surroundings. Wood, masonry and painted metal can be appropriate. Chain link fences are not appropriate.
3. Trash and storage areas must be well maintained including prompt repair or replacement of damaged gates, fences or plants.
4. Trash enclosures must be of sturdy construction since they must withstand the impact of metal dumpsters and cans.
5. The opening of a trash enclosure must either be oriented away from public view or screened with sturdy gates wide enough to allow easy access for trash collection.
6. The consolidation of trash areas between businesses and the use of modern disposal techniques must be encouraged.
7. Trash from restaurants, markets and similar establishments must be collected daily to avoid intense odors.

INTERACCESSIBILITY

DESIGN POLICY

Interaccessibility between structures to create a single commercial area may be permitted if the proposed complex does not significantly intensify use, impact parking, reduce open space or modify building exteriors to create a uniform appearance.



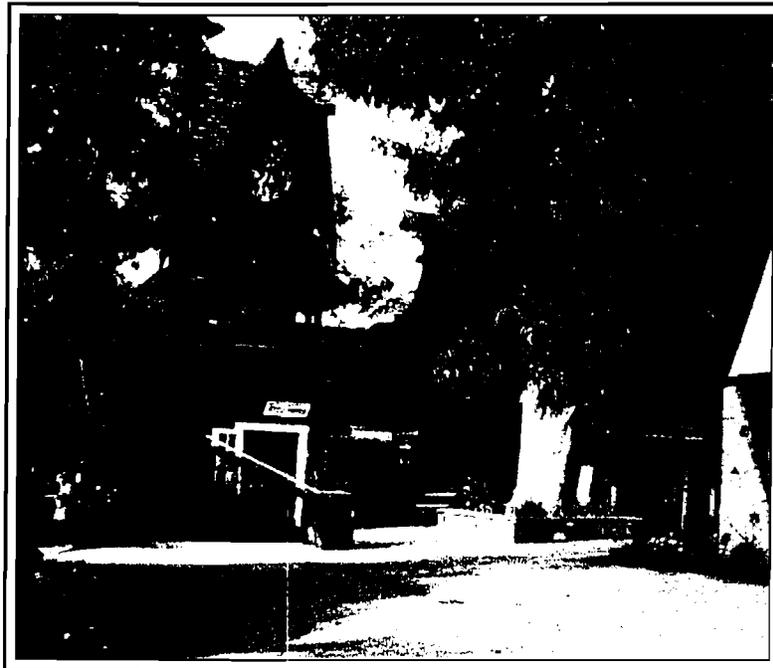
DESIGN GUIDELINES

1. Facades of interconnecting buildings should retain their individual identity. Buildings should not be remodeled or painted to give the appearance of a single building.
2. Linking of buildings must not obstruct pedestrian circulation or reduce parking.
3. Landscaping and paving can be used to unify pedestrian circulation and identify entrances in a complex of buildings.

COURTYARDS

DESIGN POLICY

Encourage courtyards, other pedestrian areas and intimate pockets of activity separate from traffic areas to enrich the pedestrian experience.



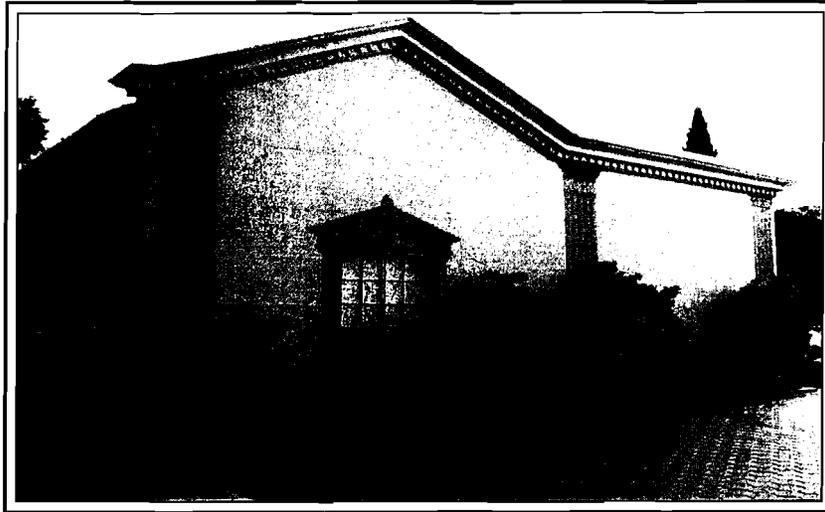
DESIGN GUIDELINES

1. Courtyards and other pedestrian areas should be integrated with the existing pedestrian network.
2. Courtyards and other pedestrian areas must exhibit the same vitality and complexity of design seen in the existing streetscape.
3. To encourage pedestrian use, courtyards and other pedestrian areas must provide connections with adjacent streets or alleyways when possible.
4. Active use of courtyards for dining, exhibits, refreshments, etc. should be encouraged.
5. Encourage the installation of art features, artist-designed benches, sculpture and murals.

PEDESTRIAN ACCESS FROM ALLEYS

DESIGN POLICY

Encourage businesses along alleys frequently used by pedestrians to provide an attractive entrance from the alley.



DESIGN GUIDELINES

1. Planters, awnings and landscaping can be used to identify customer entrances as well as improve the appearance of the alley.
2. Alley entrances should have attractive, inviting signage to identify the shop.
3. Buildings backing onto an alley must have adequate lighting for security, decorative purposes and pedestrian safety.
4. Encourage windows and display cases in order to attract shoppers.
5. Customer entrances should be separate from service and trash areas.
6. Storage, trash, loading and mechanical equipment located on a pedestrian alley must be concealed from public view with fences, walls and/or landscaping.
7. Store owners should be encouraged to provide alley entrances to their establishments whenever appropriate.
8. Encourage art features on alley entrances.

SECOND STORY RESIDENTIAL

DESIGN POLICY

Residential units located above commercial space should be designed to add to the vitality of the downtown and contribute to the village atmosphere.



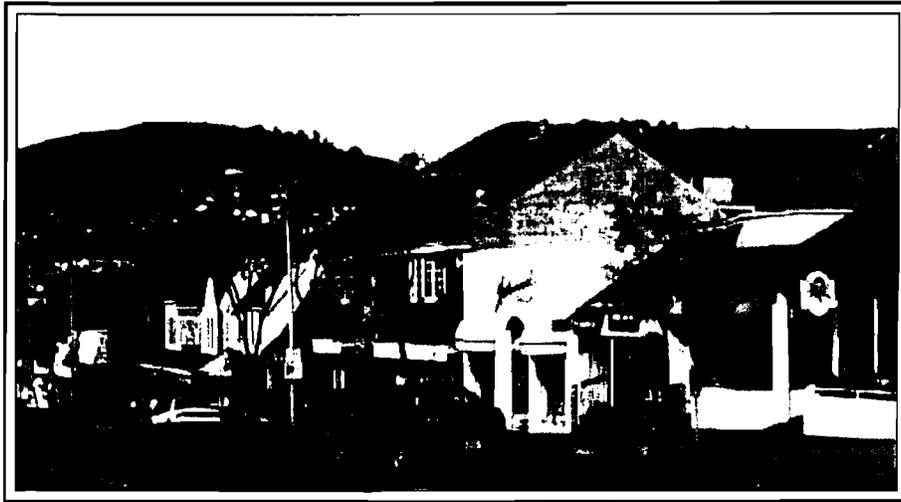
DESIGN GUIDELINES

1. The site plan and building design should respond to the special needs for security and privacy inherent in mixed-use projects.
2. Residential units may be designed to relate to the street life, or they may be more introspective; perhaps surrounding a private courtyard.
3. Entrances and stairways to residential units should be clearly discernible as private and not open to the general public.
4. Landscaping should be used to soften the transition from commercial to residential uses.
5. Night lighting should not intrude on residential units.
6. Antennae associated with broadcast and other telecommunication facilities or equipment shall be concealed from public view to the maximum extent allowed by law.

BUILDING HEIGHT

DESIGN POLICY

Building heights in the downtown should be kept low in order to protect views of the surrounding hills, permit sunlight into the streets, and maintain the scale of the downtown.



DESIGN GUIDELINES

1. Building height should be varied in order to preserve a mix of one- and two-story buildings.
2. Building forms should step with and reflect the land forms on which they are built.
3. To preserve the present diversity of building heights, habitable space must be limited to one story not to exceed 12 feet. Including the roof, maximum building height must not exceed an additional six feet above the habitable space. Exceptions to the habitable portion may be granted for low-income or senior housing and artist live/work uses in specified districts.
4. Exceptions to the one-story height limit may be granted in the Civic Art District based on the criteria specified in the District development regulations.

SCALE AND COMPATIBILITY

DESIGN POLICY

Require new buildings and renovations to have a pedestrian orientation and scale in order to be compatible with the existing village character.



DESIGN GUIDELINES

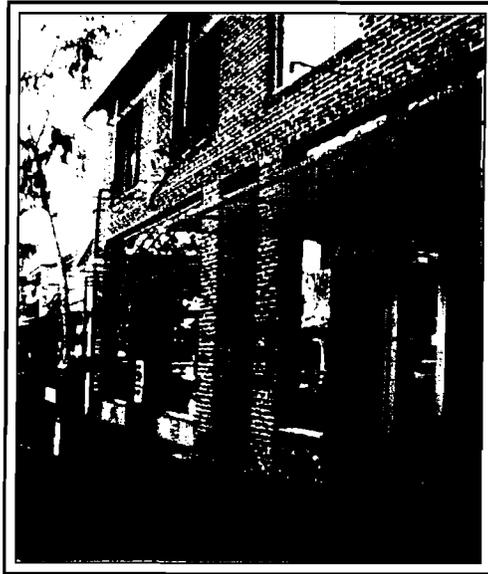
1. Breaking up large volumes or planes into smaller ones can diminish the scale of a building. Building mass can be varied in form or divided to express various interior building functions. Large-scale planes and volumes must be avoided.
2. Roofline and height variations break up massing and provide visual interest.
3. Building facades greater than 30 feet in width should have setbacks from the sidewalk, projecting building elements or window variations to reduce the scale. A variety of setbacks from the street can diminish scale. Perfectly aligned facades over a long distance can be monotonous and should be avoided.
4. Building jogs and setbacks can be used to create patios, or landscaped areas for resting, conversation, dining, shopping and other activities.
5. The pedestrian scale of the street can be reinforced by distinguishing the upper floor from the ground floor. This can be accomplished with material changes, window variations, overhanging building elements, setting back the second floor and other methods which focus attention on the pedestrian level.
6. Special treatment of building entrances is desirable to add interest to a facade.

7. Long, regular facades should be avoided.
8. Strong vertical elements such as stairs or towers can break up the length of a facade and create necessary variation in building style.
9. A diversity of pedestrian scale throughout the village should be encouraged.
10. Encourage retail building design with street level entry.

MATERIALS

DESIGN POLICY

Encourage the use of high quality materials that are appropriate to a village character and integral with the architecture.



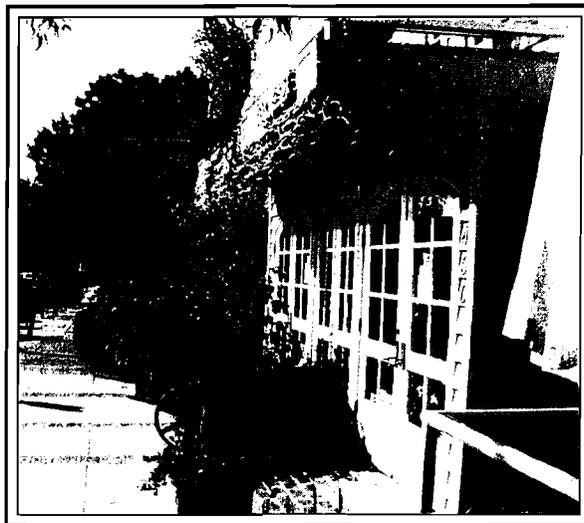
DESIGN GUIDELINES

1. Natural materials, such as stone, bricks, tiles and wood are appropriate. Simulated brick, stone, tile or wood must be carefully reviewed for quality.
2. Stucco finishes should have texturing that is compatible with the building's character.
3. Aggregate panels, metal or bonded metal panels and similar materials should be discouraged.
4. Clear or lightly tinted glass and glass blocks may be used, but highly reflective glass is not appropriate.
5. Roofing material should be selected based on its compatibility with the architecture of the building and its natural appearance. Products that are obviously fake should be avoided.
6. Materials may be combined to enrich the appearance of a building and highlight architectural elements; however, only a limited number of materials should be used to avoid a contrived appearance.

WINDOWS

DESIGN POLICY

Require ground level buildings to have sufficient areas of glass to give an open public character to the street in keeping with the pedestrian orientation of the downtown.



DESIGN GUIDELINES

1. Large, continuous expanses of glass without careful detailing should be avoided. Glass areas can be subdivided by mullions, panes, or decorative millwork to reduce a window to human scale.
2. Horizontal repetition of single window elements over long distances should be avoided.
3. To maintain a distinction between upper and lower floors, the ground level facade should have larger patterns of glass than the upper.
4. Bay, bow and box windows may be used to add visual interest to a facade by providing variety, shadow and texture. They may also become focal points for merchandising.
5. The pattern, size and type of window used should be appropriate to the character of the building.
6. Tinted glass can be used to reduce solar gain; however, deeply tinted glass which stops views into the interior should be avoided. Highly reflective glass is not appropriate.
7. Window frames can be constructed of numerous materials including stool, aluminum, wood, wood and metal and vinyl-covered wood; however, the material and finish of the frame should be appropriate to the overall building character.

ROOFS

DESIGN POLICY

Encourage roof shapes which are consistent with the character of the building and which respond to adjacent buildings and views from the street.



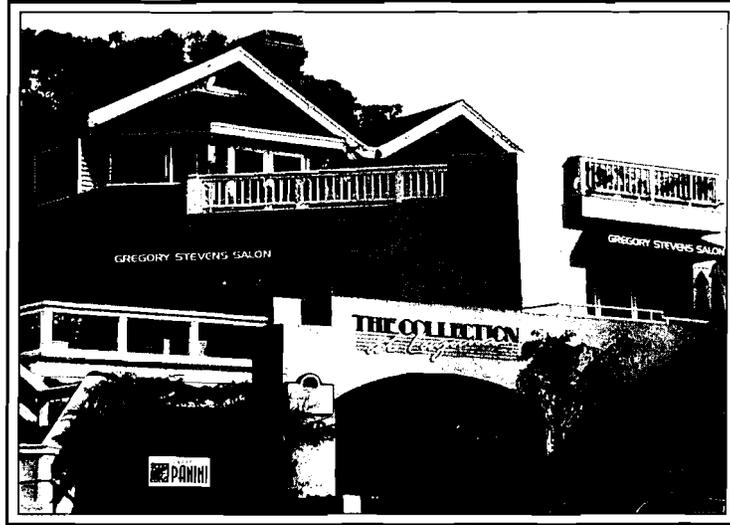
DESIGN GUIDELINES

1. A variety of roof planes can help break down the scale of large buildings. Roof planes can be used to identify individual spaces in a large building and can reduce the apparent height.
2. Roof overhangs are an expression of shelter appropriate to the village. Overhangs may provide protection for shoppers from sun and rain and may add interest to the building form.
3. Roofing materials should be consistent with the architectural character of the building. Materials should convey a sense of permanence and quality.
4. Roof-mounted mechanical equipment must be concealed from public view. This can be accomplished by locating equipment in a roof well or by screening it in a manner appropriate to the character of the building.
5. Dormers, when appropriate to the character of the building, may be used to add interest to the roofline and to introduce natural light into the building.

BALCONIES

DESIGN POLICY

Encourage balcony design to be integral with the architectural character of the buildings.



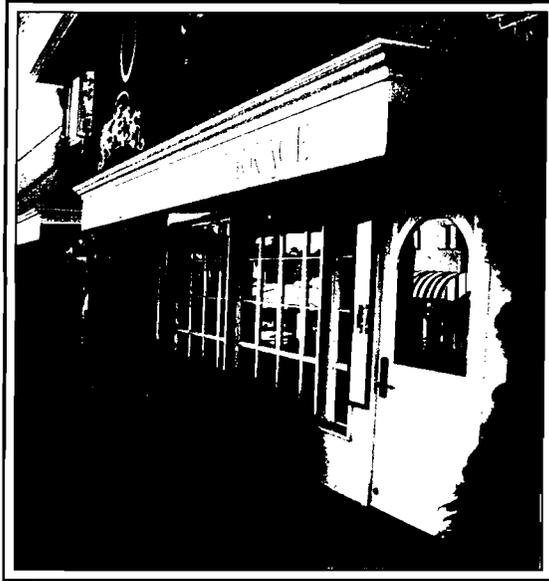
DESIGN GUIDELINES

1. Balconies are best when they are appropriate to the building's character and contribute to the streetscape through the use of landscaping.
2. The structure supporting the balcony should be integral with the building and give the appearance of strength. The balcony should not look "tacked on."
3. Balcony railings can provide an opportunity for creative design. The design and choice of materials should reflect the function of the balcony and the character of the building.

AWNINGS / MARQUEES

DESIGN POLICY

Allow awnings that contribute to the village character by adding color, texture and shade to the streetscape. Marquees, ornamental hoods that extend over doors, can also add variety to a facade. Awnings and marquees should relate to the pattern of the building facade and their size and shape should be consistent with the building's character.



DESIGN GUIDELINES

1. The shape and size of the awnings should relate to the window or door it is covering as well as the overall pattern of the facade.
2. Awnings constructed of metal or glass should be used cautiously since such awnings can have a formal character.
3. Awnings by their nature are meant to be lightweight structures. Permanent "awnings" constructed with tile, wood shakes or similar roofing materials are usually not appropriate.
4. Curved or unusually shaped awnings can make a strong design statement and should be used carefully and in concert with the architectural character of the building.
5. Non-fading cloth awnings should be approved subject to regular cleaning or replacement.
6. When a building contains more than one store, different colored awnings can be used for individual identification when the awnings relate harmoniously with one another and with the building as a whole.

7. Fixed aluminum awnings and awnings simulating mansard roofs and umbrellas are generally inappropriate for older commercial buildings.
8. Marquees should be in scale to the door they cover and the building facade. They should not run the length of the facade. Large marquees are inappropriate.

COLORS

DESIGN POLICY

Promote building colors which are appropriate to the character and orientation of the building and which tie together the various elements of the building into a flattering whole in a manner compatible with adjacent buildings and the surrounding area.



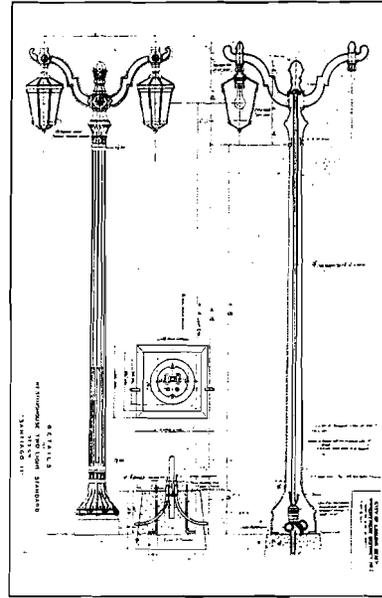
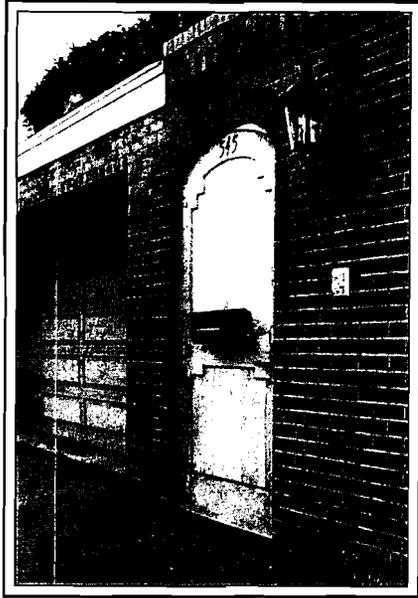
DESIGN GUIDELINES

1. Bright, intense colors should be reserved for accents, trim or highlighting architectural features.
2. A limited number of colors should be used on a building. Too many contrasting colors on a building can become garish.
3. Fluorescent colors are not appropriate to the village character.
4. Color can be used to break down the scale of a building by highlighting various architectural elements.
5. Signage and awnings should be color coordinated with the facade. They can be used successfully to introduce brighter or core intense colors.
6. The hues, values and intensities of a color program must be compatible with adjoining building colors and landscaping elements.

BUILDING AND STREET LIGHTING

DESIGN POLICY

Encourage the design of building lighting that enhances the streetscape and facilitates nighttime use of the downtown by pedestrians.



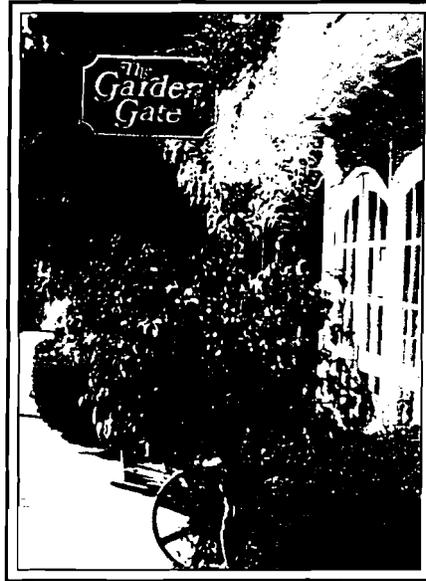
DESIGN GUIDELINES

1. Lighting can add interest to the streetscape by highlighting architectural features, artwork or landscape features. However, general floodlighting of a building is not appropriate to the village character.
2. Interior lighting of display areas can help illuminate pedestrian areas and encourage nighttime "window shopping."
3. Pedestrian-level lighting should be whiter and brighter than other lighting in order to identify pedestrian circulation.
4. Sign lighting should be integral with overall facade lighting.
5. Lighting should be shielded to prevent glare or intrusion onto neighboring areas.
6. Street lighting must be pedestrian-oriented and closely spaced. Numerous small fixtures are more desirable than taller, larger fixtures.
7. The architectural style of street lighting should be consistent with the style of street lighting used in Laguna Beach pre-1960 (as illustrated).

SIGNAGE DESIGN

DESIGN POLICY

Require signs to contribute to the village atmosphere and to serve as symbols of quality for commercial establishments. The size, design and location of signs should primarily relate to pedestrians and slow moving, nearby traffic.



DESIGN GUIDELINES

1. Signs should be located in logical "signable areas" which relate to the pattern of the facade. Signs should not cover architectural features.
2. Signs painted on windows or hung in windows should be in scale to the window opening and oriented to the pedestrian.
3. Encourage small signs that project from the building since they are effective for pedestrian visibility and generally do not obscure architectural features of the building.
4. Ground signs should be oriented for pedestrian visibility and shall not exceed six feet in height.
5. Monument signs or large ground-level signs, are particularly useful for orientation to vehicle traffic. Pole-mounted "strip commercial" style signs are prohibited.
6. Roof-mounted signs and billboards are not appropriate.
7. Awnings can be used to provide effective pedestrian oriented signage.

8. Multiple signage on single buildings should be discouraged. Consolidation of signs should be encouraged whenever possible.
9. Attractive, legible street numbers should be provided to identify buildings.
10. Signs should be thought of as "artwork" for the street. Signs that incorporate unique lettering presentation are very much in keeping with the village atmosphere.
11. Sign colors should be compatible with the colors used on the building facade.
12. Use of fluorescent fixtures for the exterior lighting of signs produces an even illumination with little spillage and should be encouraged.
13. Sign illumination must contribute to the village character by bringing color, light and variety to the streetscape. Illumination that is overly bright or urban in character should be discouraged.
14. Window signage can give a cluttered, unattractive appearance and shall be restricted in accordance with the signage regulations for the downtown.
15. Logos shall be limited in size on any exterior commercial sign.
16. Interior illuminated signage can often impact the streetscape and is, therefore, subject to review by the Planning Commission.

Note: These guidelines summarize the spirit of the Sign Ordinance; all applicants should refer to the Sign Ordinance, Section 25.54 of the Municipal Code, for all applicable regulations.

ART FEATURES

DESIGN POLICY

Create and maintain publicly- and privately-funded art features that are designed to enrich the City's quality of life, providing a sense of place and adding interest and vitality to the landscape.



DESIGN GUIDELINES

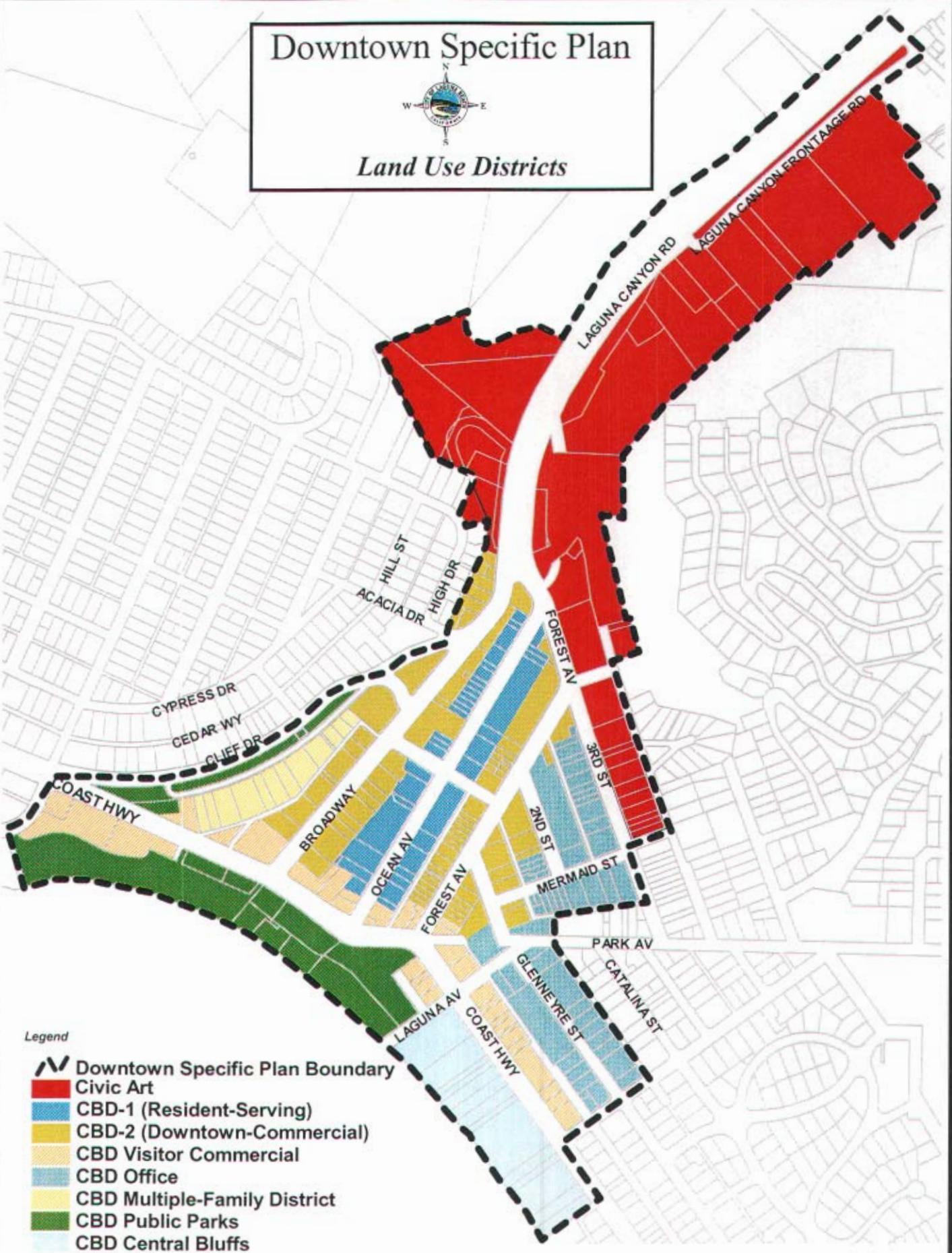
1. Where possible, include art features in the landscape and streetscape in the form of murals, sculpture, artist-designed street furniture and functional art.
2. Art features can be used to screen trash, equipment, storage and loading areas from public view.
3. Art features should be an important component of parking lot design.
4. Areas such as courtyards or plazas should provide a 24-inch box tree or equivalent and/or where appropriate, an art feature for every 200 square feet of paved area.
5. Encourage the installation of art features, artist-designed benches, sculpture and murals in courtyards, where possible.
6. Encourage art features at alley entrances.
7. Encourage the inclusion of art as part of the architectural process.

**SECTION V
LAND USE DISTRICTS**

Downtown Specific Plan



Land Use Districts



Legend

- Downtown Specific Plan Boundary
- Civic Art
- CBD-1 (Resident-Serving)
- CBD-2 (Downtown-Commercial)
- CBD Visitor Commercial
- CBD Office
- CBD Multiple-Family District
- CBD Public Parks
- CBD Central Bluffs

SECTION V: LAND USE DISTRICTS

Introduction

Downtown Laguna Beach has distinct geographic areas that contribute to the diversity and character of the City as a whole. The intent of the Downtown Specific Plan is to promote, preserve and enhance these areas by creating special Land Use Districts that provide for the particular land uses and development standards appropriate for each area. These development regulations are intended to implement the goals and policies of the Specific Plan text (Section III). The goals and policies, together with the Downtown Design Guidelines and the development standards contained herein, form the development regulations for the Specific Plan area. All other ordinances and sections of the Laguna Beach Municipal Code shall also apply to the Downtown Specific Plan Area, unless such standards are inconsistent with the provisions of the Specific Plan, in which case the Specific Plan shall apply. Title 25 of the Municipal Code (Zoning) is referenced throughout this Chapter as supplemental development standards. The Specific Plan Area is composed of the following Land Use Districts, which are demarcated on the Land Use Districts Map.

CBD-1 Resident Serving

CBD-2 Downtown Commercial

Civic Art District

CBD Central Bluffs

CBD Multiple-Family Residential

CBD Office

CBD Public Parks

CBD Visitor Commercial

CBD-1 RESIDENT SERVING

Intent and Purpose Ocean Avenue is predominantly developed with a wide range of service-oriented businesses such as shoe repair, tailoring, television repair and art supplies, all of which cater to the needs of Laguna Beach residents. Businesses with a service orientation should be encouraged to locate in this area in order to continue and increase the availability of such uses in the community.

Uses Permitted Buildings, structures and land shall be used, and building and structures shall hereafter be erected, designed, structurally altered or enlarged only for the following purposes:

1. Offices (only when located on the second floor)
2. Residential uses (excluding time-shares) subject to the following:

There shall be no more than one dwelling unit for each 2,000 square feet of lot area; however, historically significant houses which appear on the City's historical resource inventory may add residential units at a density of one unit per 1,000 square feet of lot area, provided the historic structure is preserved. Residential density credits shall be based on the lot size on which the structure is located and shall not include adjoining parcels or lots under the same ownership; these residential density credits shall not apply if the historically significant building is demolished.

Uses Permitted Subject to a Temporary Use Permit Temporary uses may be permitted subject to the provisions of Section 25.05.035.

Uses Permitted Subject to a Conditional Use Permit The following uses may be permitted subject to the granting of a Conditional Use Permit as provided for in Chapter 25.05.030 and subject to the general and special findings of the Specific Plan:

1. Automobile parking lot
2. Bookstores and magazine sales
3. Camera sales and processing
4. Dry cleaning/laundry facilities that utilize a closed cycle, dry-to-dry technology which meets the latest permissible exposure level standards for typical compounds of the federal and/or state government, whichever is more restrictive
5. Establishments for the on-premises consumption of alcoholic beverages and entertainment, provided that such establishment also provides full food service
6. Financial offices: banks, savings and loan etc.
7. Florists and flower stands
8. Full-service/take-out restaurants, with indoor and/or outdoor seating, serving of alcoholic beverages and entertainment only as authorized under the Conditional Use Permit
9. Institutional uses, including but not limited to churches, schools, libraries, and municipally-owned or operated buildings

10. Markets, grocery stores and health food stores, with the exception that the sale or dispensing of alcoholic beverages for off-premises consumption in establishments which are 5,000 square feet or less in size or sell alcoholic beverages as its principal business shall be prohibited within 200 yards of Main Beach
11. Medical offices and clinics
12. Mixed commercial/residential uses as an integral part of a commercial development, subject to the following standards:
 - a) Residential uses shall be limited to the second floor
 - b) There shall be no more than one dwelling unit for each 1,000 square feet of lot area
13. Music studios
14. Music/record stores
15. Office and computer supplies
16. Offices on the ground floor
17. Packaging and postal services
18. Personal service shops, including but not limited to barber shops, beauty salons, tanning salons, nail salons, etc.
19. Pet grooming and supplies stores, excluding overnight boarding of animals
20. Pharmacies
21. Recreational facilities
22. Retail supply stores, including but not limited to yardage, hardware, auto parts, plumbing, appliances, paint and glass, garden supplies, art supplies, etc., with no open storage of materials or equipment
23. Other uses the Planning Commission deems, after conducting a public hearing, to be similar to and no more obnoxious or detrimental to the welfare of the neighborhood than any use listed above

Property Development Standards See the General Provisions Section of this Specific Plan for the development standards.

CBD-2 DOWNTOWN COMMERCIAL

Intent and Purpose A major portion of the downtown provides a balance of resident- and visitor-serving businesses. Preservation of this balance will ensure an economically viable downtown attractive to year-round residents, as well as summertime visitors. The intent and purpose of this District is to maintain a proper mix of resident- and visitor-serving businesses.

Uses Permitted Buildings, structures and land shall be used and building and structures shall hereafter be erected, designed, structurally altered or enlarged only for the following uses:

1. Offices (only when located on the second floor)
2. Residential uses (excluding time-shares) subject to the following:

There shall be no more than one dwelling unit for each 2,000 square feet of lot area; however, historically significant houses which appear on the City's historical resource inventory may add residential units at a density of one unit per 1,000 square feet of lot area, provided the historic structure is preserved. Residential density credits shall be based on the lot size on which the structure is located and shall not include adjoining parcels or lots under the same ownership; these residential density credits shall not apply if the historically significant building is demolished.

Uses Permitted Subject to a Temporary Use Permit Temporary uses may be permitted subject to the provisions of Section 25.05.035. In addition, the following uses may be permitted subject to a Temporary Use Permit:

1. Seasonal specialty stores within buildings, limited to not more than forty-five consecutive days duration
2. Art and handicraft shows (either within buildings or out-of-doors) limited to not more than three consecutive days duration

Uses Permitted Subject to a Conditional Use Permit The following uses may be permitted subject to the granting of a Conditional Use Permitted as provided for in Chapter 25.05.030 and subject to the general and special findings of the Specific Plan:

1. Automobile parking lot
2. Bookstores and magazine sales
3. Camera sales and processing
4. Dry cleaning/laundry facilities that utilize a closed cycle, dry-to-dry technology which meets the latest permissible exposure level standards for typical compounds of the federal and/or state government, whichever is more restrictive
5. Establishments for the on-premises consumption of alcoholic beverages and entertainment, provided that such establishment also provides full food service
6. Financial offices: banks, savings and loan etc.
7. Florists and flower stands
8. Full-service/take-out restaurants, with indoor and/or outdoor seating, serving of alcoholic beverages and entertainment only as authorized under the Conditional Use Permit

9. Ice-cream and confectioner's stores and bakeries, subject to Special Findings for Take-Out Restaurants or Take-Out Food Establishments Specializing in Certain Dessert items
10. Institutional uses, including but not limited to churches, schools, libraries, and municipally-owned or operated buildings
11. Markets, grocery stores and health food stores, with the exception that the sale or dispensing of alcoholic beverages for off-premises consumption in establishments which are 5,000 square feet or less in size or sell alcoholic beverages as its principal business shall be prohibited within 200 yards of Main Beach
12. Medical offices and clinics
13. Mixed commercial/residential uses as an integral part of a commercial development, subject to the following standards:
 - a) Residential uses shall be limited to the second floor
 - b) There shall be no more than one dwelling unit for each 1,000 square feet of lot area
14. Music studios
15. Music/record stores
16. Office and computer supplies
17. Offices on the ground floor
18. Packaging and postal services
19. Personal service shops, including but not limited to barber shops, beauty salons, tanning salons, nail salons, etc.
20. Pet grooming and supplies stores, excluding overnight boarding of animals
21. Pharmacies
22. Playhouses and theaters
23. Recreational facilities
24. Retail sales that contribute to the diversity and character of the downtown, with the exception that the sale or dispensing of alcoholic beverages for off-premise consumption in establishments which are 5,000 square feet or less in size, or sell alcoholic beverages as its principal business, shall be prohibited within two hundred yards of Main Beach
25. Retail supply stores, including but not limited to yardage, hardware, auto parts, plumbing, appliances, paint and glass, garden supplies, art supplies, etc., with no open storage of materials or equipment
26. Other uses the Planning Commission deems, after conducting a public hearing, to be similar to and no more obnoxious or detrimental to the welfare of the neighborhood than any use listed above

Property Development Standards See the General Provisions Section of this Specific Plan for the development standards.

CBD VISITOR COMMERCIAL

Intent and Purpose Pacific Coast Highway between Cliff Drive and Legion Street is an area with pronounced visibility and high pedestrian activity generated by beach visitors. Land use in this area should reflect a diverse range of visitor-serving uses.

Uses Permitted Buildings, structures and land shall be used and buildings and structures shall hereafter be erected, designed, structurally altered or enlarged only for the following uses:

1. Administrative, business, professional, medical and financial offices, only when located on the second floor

Uses Permitted Subject to a Temporary Use Permit Temporary Uses may be permitted subject to the provisions of Section 25.05.035.

Uses Permitted Subject to a Conditional Use Permit The following uses may be permitted subject to the granting of a Conditional Use Permit as provided for in Section 25.05.030 and subject to the required general and special findings of the Specific Plan:

1. Art galleries, provided that a substantial portion of the merchandise shall be original or numbered, limited edition artwork
2. Establishments for the on-premises consumption of alcoholic beverages and entertainment, provided that such establishment also provides full food service
3. Full-service restaurants, with indoor and/or outdoor seating, serving of alcoholic beverages, dancing and/or entertainment only as authorized under the Conditional Use Permit
4. Hotels and motels (excluding those devoted to timeshare uses) limited to one rental room for each 600 square feet of land area. No added residential density shall be allowed. Hotel units may include kitchen facilities when approved as part of a Conditional Use Permit. The Conditional Use Permit shall formally establish the number of units permitted to have kitchen facilities and the permitted type and extent of kitchen facilities. All hotel units may include refrigeration facilities.
5. Institutional uses, including but not limited to, churches, schools, libraries and municipally-owned or operated buildings
6. Movie theaters and playhouses
7. Residential uses (excluding time-shares) subject to the following minimum conditions:
 - a) It shall be designed as part of a commercial complex, with residential uses limited to the second floor not to exceed 50 percent of the gross floor area
 - b) There shall be no more than one dwelling unit for each 1,000 square feet of lot area
8. Stores or shops for retail business emphasizing custom, hand-crafted or distinctive merchandise
9. Take-out restaurants and other take-out food establishments, with serving of alcoholic beverages and entertainment only as authorized under the Conditional Use Permit

10. Other uses the Planning Commission deems after conducting a public hearing, to be similar to and no more obnoxious or detrimental to the welfare of the neighborhood than any use listed above

Property Development Standards See the General Provisions Section of this Specific Plan for the development standards.

CBD OFFICE

Intent and Purpose Sections of Second, Third, Mermaid and Glenneyre Streets are characterized by numerous office and professional uses which primarily serve the needs of Laguna Beach residents. Maintaining the office orientation of the area is important since it is likely to experience increased pressure from visitor-serving businesses. This District is intended to ensure the continued availability of medical, dental, law and other professional services offered within the downtown area while allowing for limited residential uses and retail activities.

Uses Permitted Buildings, structures and land shall be used and buildings and structures shall be hereafter be erected, designed, structurally altered or enlarged only for the following purposes:

1. Administrative, business and professional offices
2. Commercial home occupations, subject to standards in Section 25.08.016
3. Custom dressmaking, millinery, tailoring, shoe repair and similar trades
4. Graphic services
5. Interior design services
6. Medical or dental offices and clinics
7. Packaging or postal services
8. Paint, paper hanging, decorative, plumbing, electrical, reupholstering and handyman shops, all of a neighborhood service repair nature, with no open storage of materials or equipment
9. Paper reproduction or copy services
10. Philanthropic and charitable institutions other than those of a correctional nature
11. Residential uses (excluding time-shares) subject to the following standards:
 - a) There shall be no more than one dwelling unit for each 2,000 square feet of lot area except for the following:
 - (i) Historically significant houses which appear on the City's historical resources inventory may add residential units at a density of one unit per 1,000 square feet of lot area, provided the historic structure is preserved. Residential density credits shall be based on the lot size on which the structure is located, and shall not include adjoining parcels or lots under the same ownership; these residential density credits shall not apply if the historically significant building is demolished or significantly altered.
 - (ii) Residential units where at least 50% of the units are committed to long-term low-income, senior citizen (60 years and older) and/or disabled housing, i.e., as defined under the Federal Government Section 8 Housing Program or its equivalent, may be provided at a density of one unit per 1,000 square feet of lot area.
 - b) The allowable number of dwelling units shall be reduced by one dwelling unit for each 1,000 square feet (or fraction thereof) of commercial floor area contained within a building.

Uses Permitted Subject to a Temporary Use Permit Temporary uses may be permitted subject to the provisions of Section 25.05.035.

Uses Permitted Subject to an Administrative Use Permit Large family day care homes may be permitted subject to the granting of an Administrative Use Permit as provided for in Section 25.05.020.

Uses Permitted Subject to a Conditional Use Permit The following uses may be permitted subject to the granting of a Conditional Use Permit as provided for in Section 25.05.030 and subject to the required general and special findings of the Specific Plan.

1. Art studios and supplies, including artists' joint living and working units, as defined in Chapter 25.16
2. Auto parking lot/garage
3. Bakery, retail wherein all bakery goods are baked on the premises and are sold at retail on the premises
4. Bed and Breakfast Inn, subject to the standards in Section 25.22, provided the inn is located in a structure listed on the City's Historic Resources Inventory
5. Bookshop/sales
6. Cafes, restaurants and tea rooms, with indoor and/or outdoor seating, serving of alcoholic beverages, dancing and/or entertainment only as authorized under the conditional use permit
7. Clothing, retail sales
8. Delicatessen
9. Dry cleaning/laundry facilities that utilize a closed cycle, dry-to-dry technology which meets the latest permissible exposure level standards for typical compounds of the federal and/or state government, whichever is more restrictive
10. Establishments for the on-premises consumption of alcoholic beverages and entertainment
11. Financial offices: banks, savings and loan, etc.
12. Florist
13. Galleries, art, photographic, etc.
14. Handicraft/hobby shops including retail sales
15. Institutional uses, including but not limited to churches, schools, libraries and municipally-owned or operated buildings
16. Laundry and/or dry cleaning establishments (coin- or attendant-operated)
17. Liquor sales
18. Market, food and beverage
19. Musical instrument sales and supplies
20. Nursery school

21. Nursing homes/convalescent hospital
22. Outdoor display of merchandise
23. Personal service shops (barber/beauty, etc.)
24. Pet grooming and supplies store excluding overnight boarding of animals
25. Plant nursery, including outdoor display of merchandise
26. Playhouse or theater
27. Retail stores serving the needs of business and professional uses (including but not limited to office and computer supplies)
28. Retail supply stores, including but not limited to toys, yardage, hardware, auto parts, plumbing, sporting goods, home decorating, appliances, garden supplies, etc., all of a neighborhood scale and orientation with no open storage of materials or equipment
29. Other uses the Planning Commission deems, after conducting a public hearing, to be similar to and no more obnoxious or detrimental to the welfare of the neighborhood than any use listed above

Property Development Standards The following property development standards shall apply to all land and structures in this District.

1. **Building Setback and Yard Area Standards.**
 - a. **Front yards.** An average 5-foot front setback shall be provided. Said setback shall be used for landscaping, pedestrian access or other pedestrian amenities accessible to the general public.
 - b. **Side yards.** One sideyard setback of no less than five feet shall be provided, however, to encourage interest and relief in the building elevation, the side yard may be reduced to two and one-half feet for the rear half of the side yard.
 - c. **Rear yards.** No requirement; however, refer to Section 25.53.004(C) for information relative to vehicular access requirements.
 - d. For residential uses, front, side and rear yard setbacks shall be provided in accordance with Section 25.12.008 (C) (1-4), except for projects that involve City participation and that provide housing for seniors, low-income and/or disabled individuals.
2. **Access.** For properties adjacent to Loma Terrace, any vehicular access shall be encouraged to be taken from Loma Terrace.
3. **General Provisions.** See the General Provisions Section of this Specific Plan for additional development standards.

CBD MULTIPLE-FAMILY RESIDENTIAL

Intent and Purpose The area of Lower Cliff Drive is predominantly developed with multiple-family dwellings that supply the community with essential rental housing. Proximity of this residential District to the beach and downtown area promotes daytime and nighttime pedestrian activity in the Central Business District. This District is intended to preserve the existing high-density residential uses in the area immediately south of Jahraus Park.

Uses Permitted The following uses are permitted subject to the standards of the R-3 Zone:

1. Child care, subject to the standards in Chapter 25.08, Definitions and Standards
2. Guest houses and guest rooms, subject to the standards of Section 25.14.008
3. Home occupations, subject to the standards in Chapter 25.08, Definitions and Standards
4. Multiple-family dwellings, except those devoted to time-share use
5. Public parks, playgrounds and beaches, and such recreation, refreshment and service uses and buildings as are purely accessory and incidental thereto
6. Single-family dwellings, except those devoted to time-share use

Uses Permitted Subject to an Administrative Use Permit Large family day care homes may be permitted subject to the granting of an Administrative Use Permit as provided for in Section 25.10.005.

Uses Permitted Subject to a Conditional Use Permit The following uses may be permitted subject to the granting of a Conditional Use Permit as provided for in Section 25.05.030:

1. Bed and breakfast inn, subject to the standards set forth in Section 25.22, provided the inn is located in a structure listed on the City's Historic Resources Inventory
2. Rest home, nursing home, or home providing child care or care for senior citizens

Property Development Standards Except as otherwise provided herein, the provisions of Section 25.14.008 shall apply.

1. **Density Bonus.** Density may be provided at the rate of 1000 square feet of lot area per unit for residential units, which are committed to long-term low-income, senior citizen and/or disabled housing, i.e., as defined under the Federal Government Section 8 Housing Program or its equivalent.

CBD PUBLIC PARKS

Intent and Purpose Main Beach and Jahraus Parks, and Irvine Bowl which has been included in the Civic Art District, are valuable community amenities that provide important recreation opportunities and a unique cultural identity to Laguna Beach. These amenities are intended to be protected, preserved and maintained by the provisions set forth in this District.

Uses Permitted The following uses are permitted in lands located in the Public Land District:

1. Park buildings and facilities, owned or operated by a governmental agency, whose function enhances the public's enjoyment of the public park.
2. Pathways and trails
3. Public Parks, playgrounds and gardens

Uses Permitted Subject to a Temporary Use Permit The following uses may be permitted subject to the granting of a Temporary Use Permit, as provided for in Section 25.05.035:

1. Art and handicraft shows (out-of-doors)
2. Concerts
3. Sporting events
4. Other uses the Planning Commission deems, after conducting a public hearing, to be similar to and no more obnoxious or detrimental to the welfare of the neighborhood than any use listed above

Property Development Standards The following property development standards shall apply to all land and structures in this District:

1. Minimum Lot Dimensions. No requirement
2. Building setbacks, building height, site coverage and landscaping requirements shall be determined for each development project, and shall be consistent with the Downtown Design Guidelines of this Specific Plan.

CIVIC ART DISTRICT

Intent and Purpose The Civic Art District is intended to become the cultural center of the community by providing a focus on arts- and civic-related uses and by serving as the gateway to the downtown. The District will link the festival areas with the downtown shopping area through a mix of civic, cultural, social and recreational facilities and activities, and through implementation of an Urban Design Plan that will enhance pedestrian access and create a harmonious streetscape throughout the District. The land use emphasis within this District will be on resident- and visitor-serving uses that are compatible with the art festivals.

Uses Permitted. Buildings, structures and land shall be used and buildings and structures shall hereafter be erected, designed, structurally altered or enlarged only for the following purposes:

1. Pedestrian pathways, walkways and trails
2. Public parks

Uses Permitted Subject to a Temporary Use Permit. Temporary uses may be permitted subject to the provisions of Section 25.05.035:

1. Concerts, sporting events, civic events, entertainment; special events
2. Outdoor or open-air markets
3. Seasonal art and handicraft shows (either within buildings or out-of-doors), limited to not more than 65 consecutive days duration, subject to participation in a parking management plan as required by the Planning Commission. Dates of operation for the shows shall be subject to approval by the Planning Commission.
4. Seasonal specialty stores (within buildings), limited to not more than 45 days consecutive duration.
5. Temporary parking, subject to special signage, landscaping and maintenance requirements.

Uses Permitted Subject to a Conditional Use Permit. The following uses may be permitted subject to the granting of a Conditional Use Permit as provided for in Chapter 25.05.030, and subject to the general and special findings of the Downtown Specific Plan:

1. Art galleries
2. Art supplies
3. Artist Live/Work, subject to the standards and findings set forth in Chapter 25.16
4. Artist studios, that may include, but are not limited to, the manufacturing, assembling, compounding or treating of ceramics, jewelry, wood, bone, canvas, cloth, felt, glass, leather, paper, plastics, shells, textiles and yarn
5. Automobile parking lot
6. Bookstores and magazine sales
7. Camera sales and processing

8. Establishments for the on-premises consumption of alcoholic beverages and entertainment, provided that such establishment also provides full food service
9. Florists and flower stands
10. Full-service/take-out restaurants, with indoor and/or outdoor seating, serving of alcoholic beverages and entertainment only as authorized under the Conditional Use Permit
11. Graphics and design studios
12. Institutional uses, including but not limited to churches, schools, libraries and municipally-owned or operated buildings
13. Music studios
14. Music/record stores
15. Office and computer supplies
16. Offices on the ground floor
17. Packaging and postal services
18. Playhouses and theaters
19. Recreational facilities
20. Retail sales that are consistent with the intent and purpose of the Civic Art District
21. Other uses the Planning Commission deems, after conducting a public hearing, to be similar to and no more obnoxious or detrimental to the welfare of the neighborhood than any use listed above

Design Criteria. To ensure that future development and any expansion of existing structures advance the goals of the Civic Art District, all development proposals shall be subject to the following Civic Art District performance criteria.

1. Building scale and design relate to the natural topography and development of the site would result in minimal alteration of natural landforms.
2. Building design and materials are of the highest quality and reflect the cultural arts focus of the district.
3. Development includes public walkways that link to the district-wide pedestrian circulation system as identified in the District Urban Design Plan.
4. Pedestrian amenities, such as benches, display areas for public art, water features, pocket parks and outdoor areas that can accommodate cultural, social and recreational activities, are incorporated into the project design.
5. Landscaping emphasizes native California and other compatible plant materials.
6. The benefits, which accrue to the private development, are balanced by onsite public amenities and enhancement of the streetscape.

Property Development Standards: The following property development standards shall apply to all land and structures in this District. Height, story and parking exceptions for private or public projects may be allowed if determined by the City, in its sole and absolute discretion, that the project confers desirable public benefits. The intent of these exceptions is to allow future development of public/private partnership projects compatible with the goals of the Civic Art District.

1. Minimum Lot Dimensions. No Requirement.
2. Building Setback and Yard Area Standards. At a minimum, an average 5-foot landscaped buffer adjacent to the flood control channel or frontage road, except for necessary driveways and pedestrian access, shall be provided, unless otherwise specified in the District Urban Design Plan.
3. Building Height. Building height shall be limited to 12 feet or one story, with an additional 6 feet allowed for the roof area and mechanical equipment enclosures. Exceptions to allow additional building height may be approved by the City Council upon recommendation of the Planning Commission. Approval requires a Conditional Use Permit that makes all of the following findings in addition to those otherwise required by Title 25 of the Municipal Code:
 - a) The project includes desirable public benefit uses including, but not limited to, student housing for students enrolled in an accredited four-year art college within the City, affordable artist housing and work space, significant arts-related uses, parking garages and/or public buildings that meet the intent of the Civic Art District;
 - b) The project is designed and sited to minimize massing adjacent to Laguna Canyon Road; and it uses the Laguna Canyon hillside to minimize the visual perception of the structure's height and mass;
 - c) The project contributes to a diversity of building styles and heights in the Civic Art District;
 - d) The project emphasizes the pedestrian orientation and village character that has been established in the Central Business District; and
 - e) The building envelope does not exceed thirty-six (36) feet in elevation at its highest point as measured from existing grade and including all roof elements and mechanical features that meet the goals of the Civic Art District.
4. Coverage and Open Land Area Requirement. The unique nature of the hillsides in this District, requires natural slopes of 45 percent or greater shall be left open and maintained with natural landscaping. During the design review process, additional landscaping or clearing may be required for erosion control or fire protection, or to better integrate the uses on the site with the natural vegetation.
5. General Provisions. See the General Provisions section of this Specific Plan for additional development standards.
6. Access and Improvement Standards. The provisions of Chapter 25.52 shall apply, except that all public pedestrian improvements shall be made in compliance with the Urban Design Plan for the Civic Art District. Exceptions to allow off-site parking may be approved by the City Council, upon recommendation of the Planning Commission in conjunction with an approved Conditional Use Permit that makes all the following required findings in addition to those otherwise required by Title 25 of the Municipal Code:

- a) The off-site parking area provides a substantial component of the required parking within a reasonable distance within the Civic Art District to adequately serve the parking needs of the proposed intensification of use.
- b) The off-site parking spaces are either purchased as in-lieu spaces or are leased. The in-lieu funds shall be allocated only to the in-lieu parking fund and used in the Downtown Specific Plan area. (If leased, a recorded deed restriction on the property with the intensification of use shall indicate the requirement for the off-site lease of parking spaces for the approved use.)

CBD CENTRAL BLUFFS

Intent and Purpose The intent and purpose of this Land Use District is to promote a low profile, low-intensity balance of tourist-oriented businesses and artists' uses which enhance the natural setting of the bluffs and contribute to the identity of Laguna Beach. The adaptive reuse of existing structures is encouraged, especially for structures listed on the City's Historic Register. This Land Use District is intended to provide the necessary tools to ensure that future development proposals perpetuate the unique character and orientation of the Central Bluffs.

In order to ensure that future development and any expansion of existing structures complies with applicable policies and guidelines, all development proposals shall be subject to the following special planning and design criteria:

Special Planning and Design Criteria

1. Building Scale and Design

- a) Any expansion or new development shall preserve and enhance the character and scale of the Central Bluffs by incorporating "low profile" elements of design (one-story at grade, minimized mass and scale).
- b) Buildings shall be articulated along the Coast Highway frontage to provide interest and relief to the streetscape as well as to create opportunity for pedestrian-oriented spaces (such as open-air seating, mini-parks, plazas and entrances, sculptures, landscaped planters, etc.).
- c) Buildings shall be designed in a manner that is compatible to and integrated with natural topographic features.
- d) Development shall enhance the pedestrian scale and orientation of the Central Bluffs through maximization of open space for public use.

2. View Preservation

- a) Any expansion or new development shall be sensitive to maximizing public views of both the ocean and the bluffs.
- b) As a condition of approval for new building construction, the City shall consider the dedication of open space easements, the construction of view platforms or other view preserving or view enhancing measures.

3. Natural Hazards and Coastal Land Feature Preservation

- a) Any expansion or new development shall balance design considerations and aesthetics with environmental constraints.

- b) New construction on bluff faces and sandy portions of the beach shall be limited to public improvements related to access, view platforms and emergency repair work.
- c) All areas oceanward of and including the 25-foot pedestrian easement shall be dedicated to the City as a condition of development as defined in Section 25.53 of the Municipal Code.
- d) To achieve water conservation goals and to minimize erosion-related impacts to the bluffs, drought-tolerant plants and water-efficient irrigation systems shall be used.
- e) The City shall require the installation of rain gutters and other water transport devices as a condition of approval on blufftop development in order to convey water to the street (away from the bluff side). All water shall be conveyed to the base of the bluff by means of non-erosive devices when conveyance to the street is determined to be impractical.
- f) Any coastal land protective devices shall be reviewed for consistency with the Shoreline Protection Guidelines.
- g) Design solutions should require minimal alteration of natural landforms.
- h) Any proposed development shall preserve existing mature trees and other forms of vegetation to the greatest extent feasible.

4. Pedestrian Access/Orientation

- a) Any expansion or new development shall ensure the continuation and enhancement of the pedestrian scale and orientation of the Central Bluffs.
- b) New development and expansions of existing structures (as defined in Section 25.53 of the Municipal Code) shall be required to dedicate a 25-foot pedestrian access and utility easement at the top of the bluff as delineated on the attached map. This easement may be used for outdoor dining in conjunction with approved restaurants subject to conditional use permit approval, provided that pedestrian movement is not impeded.
- c) The City shall consider the suitability of vertical public access as part of any new construction or where expansion of an existing structure results in the addition of fifty percent or more of the square footage of the building.
- d) The pedestrian experience shall be enhanced by utilizing open spaces for benches, art features, landscaping and mini-parks.
- e) Outdoor activities that enhance pedestrian interest and enjoyment shall be encouraged.

5. **Visitor-Serving Uses**

- a) When redevelopment is proposed, businesses and uses which enhance the character of the Central Bluffs and which support a tourist orientation shall be encouraged.
- b) Effort shall be made to attract long-term, destination-oriented tourists on a year-round basis.

6. **Historic Preservation and Land Recycling**

- a) Any expansion or remodeling shall preserve the original architectural integrity of historically significant buildings.
- b) The demolition of historically significant structures shall be discouraged.
- c) Any property owner of a historic structure shall be encouraged to apply for the City's Historic Register so that incentives such as parking reductions, building and planning application fee waivers and setback flexibility may be considered.
- d) Any proposed expansion or remodel of a historic structure shall be consistent with the guidelines for rehabilitation found within the Historic Preservation Ordinance.
- e) Any proposed intensification that negatively impacts the historical character and/or affects the architectural integrity of existing buildings shall be discouraged.

Uses Permitted Subject to a Conditional Use Permit The following uses may be permitted subject to the granting of a Conditional Use Permit as provided for in Section 25.05.030 and subject to the required general and special findings of the Specific Plan.

- 1. Art and handicraft shows (out-of-doors)
- 2. Art galleries, provided that a substantial portion of the merchandise shall be original or limited edition artwork.
- 3. Bakeries and cafes
- 4. Bed and Breakfast inns, subject to the standards in Section 25.22
- 5. Expansions of existing legal, nonconforming structures and/or uses that result in the addition of over 10 percent of the existing square footage or 100 square feet whichever is less.
- 6. Full-service restaurants, with indoor and/or outdoor seating, serving of alcoholic beverages (limited to onsite consumption), dancing and/or entertainment only as authorized under the Conditional Use Permit
- 7. Hotels and motels (excluding those devoted to time share uses)
- 8. Institutions of cultural benefit

9. Planned Integrated Developments
10. Public parks
11. Stores or shops for retail business emphasizing custom, handmade or unique merchandise and which are found to be primarily visitor serving.
12. Other uses the Planning Commission deems, after conducting a public hearing, to be similar to and no more obnoxious or detrimental to the welfare of the neighborhood than any use listed above.

Uses Permitted Subject to a Temporary Use Permit The following uses may be permitted subject to the granting of a Temporary Use Permit, as provided for in Section 25.05.035:

1. Seasonal specialty stores within buildings, limited to not more than sixty-five consecutive days duration
2. Temporary outdoor, open air, vegetable and fresh produce markets

Property Development Standards The General Provisions of the Downtown Specific Plan shall apply to all land and structures located in this District unless otherwise indicated below.

1. Lot Area and Dimension Standards. Parcels shall not be merged together for development purposes that exceed 5,000 square feet, but development may occur on existing parcels that are in excess of 5,000 square feet. Exception: The merging of parcels which results in parcels larger than 5,000 square feet may be allowed when a Planned Integrated Development is proposed.

A. Building Setback and Yard Area Standards

1. Front Yard. See dedication requirements for sidewalk improvements along Pacific Coast Highway.
2. Side Yards. Side yards shall be determined on a case-by-case basis and shall be consistent with the Special Planning and Design Criteria established herein.
3. Rear Yard. See G, Land Dedication Requirements.
4. Structures placed on the Historic Register may be eligible for setback flexibility as provided in the City's Historic Preservation Ordinance.

B. Open Space and Landscaping Open space and landscaping shall be determined on a case-by-case basis in accordance with Urban Design Guidelines and applicable policies of the Downtown Specific Plan.

- C. **Building Height Standards** Building height shall be as specified in the General Provisions Section of the Downtown Specific Plan except for the following:
1. Outdoor dining facilities located on roof decks shall be allowed to exceed the maximum building height, subject to Design Review Board approval. Access to such facilities shall be open to the general public and not limited to patrons.
- D. **Fences & Walls** Fencing and/or walls shall be subject to Design Review Board approval and shall not be allowed if existing views of the Pacific Ocean from South Coast Highway are reduced.
- E. **Access and Improvement Standards** The provisions of Chapter 25.53 shall apply, except as modified in this Specific Plan.
1. On-Site Turnaround. Each lot shall have on-site turnaround capability. Exception: Planned Integrated Developments need not comply with this provision.
 2. Driveway Access. Property under contiguous ownership may be permitted one driveway per 300 feet of street frontage. Such driveway shall not exceed 20 feet in width unless otherwise required for safety reasons, except where abutting a building.
- F. **Parking** The provisions of 25.52 shall apply, except as described below:
1. Parking Incentives.
 - a) Parking credit may be available to sidewalk cafes for outdoor seating, roof deck dining and view platforms open to the public. Outdoor seating should contribute positively to the downtown atmosphere and should be available to the general public (rather than being restricted to restaurant customers). Credit may include, but shall not be limited to reduced in-lieu fees or reduced requirements for additional parking and may be granted on a temporary or seasonal basis. To receive parking credits, the applicant may be required to participate in a funding program for seasonal expanded tram service. Approval for parking credits must be granted by City Council.
 - b) Parking reductions are available to structures placed on the City's Historic Register. Refer to Section 25.45 (Historic Preservation) for specific details.
 2. Parking Structures. Tuck-under parking shall be prohibited and all parking structures shall be designed to provide consistency with the Downtown Design Guidelines pertaining to parking. Any underground parking shall be built above the coastal influence zone (elevation plus twenty-five feet)

G. Land Dedication Requirements This planning area has a distinctive public use orientation and a visitor-serving nature as identified in the Land Use Element of the General Plan. Local experience has shown that such activities are normally associated with heavy pedestrian traffic and have the potential for accelerating seacliff and bluff erosion unless they are properly controlled and mitigated.

The seacliffs along the Central Bluffs generally consist of erosion-prone, relatively soft sandstone structures. Lateral support is being removed by episodic wave-induced bluff retreat, and the remaining cliffs are subject to additional failure from landslides and rockfalls. This erosion rate will be increased by uncontrolled foot traffic and landscape irrigation runoff. These characteristics are typical of those documented elsewhere along the Laguna Beach coastline.

The bluffs consist of a steep, yet traversable, slope that invites foot traffic. These well-traveled paths accelerate erosion and tend to channel runoff into destructive crevasses. If left unchecked, public use may result in eventual health and safety problems by virtue of accelerated seacliff retreat and erosion.

The long-range planning goals, as discussed in the Open Space Element of the City's General Plan, include enhancement of pedestrian circulation as well as protection of environmentally sensitive bluffs. This can best be accomplished by redirecting pedestrian access to improved walkways, thereby retarding the rate of erosion failure.

The dedication of land for bluff preservation purposes is essential if the long-range planning goals of enhanced pedestrian access and environmentally sensitive bluff protection are to be realized. While allowing for appropriate redevelopment, the goals and policies established for this Land Use District are designed to protect the public's historical use of the area, enhance future pedestrian use and minimize bluff erosion rates over the long term. In an effort to accomplish and facilitate these goals and objectives, the following dedications shall be required whenever feasible and to the maximum extent allowed by State law:

1. Expansions of existing structures or any new development (as defined in Section 25.53 of the Municipal Code) shall be required to dedicate a 25-foot pedestrian access and utility easement as described on the attached map. This easement may be used for outdoor dining in conjunction with approved restaurants and other pedestrian-related activities as permitted within this Land Use District.
2. Expansions of existing structures or any new development (as defined in Section 25.53 of the Municipal Code) shall be required to dedicate a portion of the property adjacent to Pacific Coast Highway in order to provide for a ten-foot wide sidewalk.
3. A dedication for public access and recreational purposes shall be required for all land situated on the sandy portion of the beach as a condition of approval for new building construction, additions to buildings, variances or subdivisions on oceanfront property.

4. A dedication of development rights shall be required for all land situated between the sandy portion of the beach and the oceanward edge of the required pedestrian easement (as indicated on the attached map) as a condition of approval for new building construction, additions to buildings, variances or subdivisions on oceanfront property.

H. Flexible Property Development Standards for Planned Integrated Developments
Notwithstanding the aforementioned standards, flexible property development standards may be negotiated as specified below for Planned Integrated Developments when the City determines that sufficient public benefit will be realized from the proposed development.

1. If a proposed Planned Integrated Development incorporates amenities and/or benefits to the City beyond those required by the property development standards, then the City may consider and approve changes to certain property development standards as specified below.

Examples of amenities or benefits to the City may include, but are not limited to the following:

- a) The incorporation of additional open space beyond that required in the development standards, such as additional public accessways and/or view corridors
 - b) The establishment of public art areas or sculpture gardens beyond that required by Municipal Code 1.09 (Art in Public Places)
 - c) The inclusion of significant public amenities accessible to the public such as fountains, chairs, benches, approved lighting, landscaping and rooftop view areas
 - d) The dedication of property for use as a public park
2. If a proposed Planned Integrated Development incorporates significant amenities or benefits, including, but not limited to the above, then the City may consider some or all of the following incentives:
 - a) Bluff top pedestrian access easement averaging. The bluff top setback requirements may be averaged, if topography warrants. However, in no instance shall the minimum width of the setback be less than fifteen feet and in no case shall development either create or contribute to erosion problems or geologic instability of the site or surrounding areas or inhibit public access. Design solutions shall in no case include destruction of cliffs and bluffs by excavation or other means.

- b) Building height averaging. The building height limit may be averaged; however, in no instance shall the maximum building height exceed twenty-four feet from existing grade. Height averaging shall be used only to enhance public viewshed and access and to minimize building mass and bulk.
- c) Side yard setback redistribution. The side yard setback requirements may be modified to allow for a "zero" setback on one side, if the opposite side is increased to equal the size of the two required yards.
- d) The City Council may consider reducing permit and/or development fees.

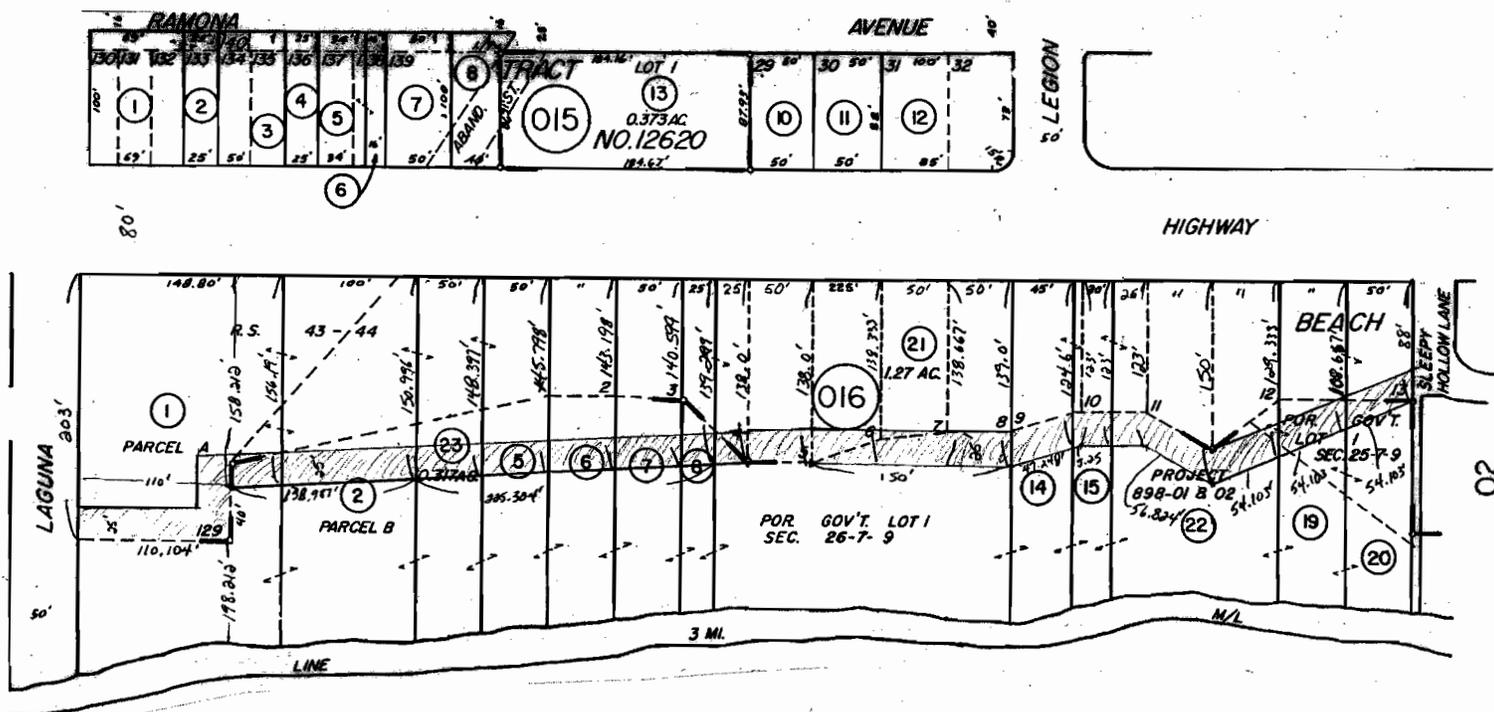
I. Demolition of Structures located within required easements As a condition of approval for expansions or remodels (as established in Section 25.53 of the Municipal Code) the City shall require the demolition of any encroachments within dedicated easements.

J. Conceptual Design Review All new development and expansions shall be required to submit plans and participate in the Concept Review process as jointly administered by the Design Review Board, Planning Commission, and Arts Commission when relevant.

Description of Dedication Baseline

A strip of land twenty-five (25) feet in width measured easterly from the following baseline:

Commencing at a point on the most westerly corner of Lot 129 of the Laguna Beach Tract as per map thereof recorded in Book 1, Page 78 of Miscellaneous Record Maps, in the Office of the County Recorder of Los Angeles County, California; thence southeasterly along the southwesterly line of Lot 129 to the most southerly corner thereof; thence northeasterly 40 feet along the southeasterly line of Lot 129 to a point, said point being distant 21.7 feet southwesterly from the most westerly corner of Lot 1 of the Laguna Beach Tract; thence southeasterly to the most westerly corner of Lot 5, Laguna Beach Tract; thence southeasterly along the westerly line of Lot 5 to the most westerly corner of Lot 6; thence southeasterly to a point 25 feet distant westerly of Lot 9 measured along the southwesterly prolongation of the northwesterly line of Lot 9; thence southeasterly to a point 25 feet distant westerly of Lot 10 measured along the southwesterly prolongation of the northwesterly line of Lot 10; thence southeasterly to a point 25 feet distant westerly of Lot 11 measured along the southwesterly prolongation of the northwesterly line of Lot 11; thence southeasterly to a point 25 feet distant westerly of Lot 12 measured along the southwesterly prolongation of the northwesterly line of Lot 12; thence southeasterly to the most southerly corner of Lot 13.



Map of Dedication Baseline

This line follows either the edge of the sea cliff, the projection of the edge of the sea cliff prior to the landslide of the 1920's or is an extension of the Main Beach boardwalk.

GENERAL PROVISIONS

General Provisions The following provisions shall apply to all Downtown Specific Plan Land Use Districts:

- A. **Lot Area and Dimension Standards.** Parcels shall not be merged together for development purposes that exceed 5,000 square feet except for City-ownership projects; but development may occur on existing parcels that are in excess of 5,000 square feet.
- B. **Building Setback and Yard Area Standards.** Street corner lots shall provide a corner setback. The setback shall be a diagonal line drawn between two points on the street frontage property lines, where each point is 10 feet distant from the corner or an equivalent setback as approved by the Planning Commission.
- C. **Open Space and Landscaping.** Open space and landscaping shall be provided in accordance with the following requirements:
 1. Projects which require Design Review approval by the Planning Commission, and which result in an expansion of building square footage, or which result in remodeling, repair or reconstruction of existing structures exceeding \$10,000 in valuation of such work, may require landscape treatment which is deemed by the Commission to be consistent with the Downtown Design Guidelines. Landscaping requirements shall include automatic irrigation systems and may also apply to existing surface parking areas.
 2. All projects for new development and/or expansions to create more than 10 percent additional floor area shall provide open space and landscaping according to the following provisions:
 - a) Lots less than 2,500 square feet
Provide ground to sky open space equal to 10 percent of the total lot area.
 - b) Lots greater than 2,500 square feet
Provide open space equal to 25 percent of the total gross floor area. Such open space shall be open to the sky and may be provided at both ground and upper levels. Open space calculations may include landscaping, courtyards, pocket parks, decks and other similar elements as approved by the Design Review Board. A minimum of 40 percent of the open space area shall be vegetated.
 - c) To qualify as open space for commercial development, courtyards, plazas and other pedestrian spaces must be open to the public and directly accessible from the public right-of-way. Landscaped areas must be visually or physically accessible from the public right-of-way.

D. Additional Yard Area, Building Setback, Open Space and Coverage Standards

1. The provisions of Chapter 25.50 shall apply except as modified in this Specific Plan.
2. Where side or rear lot lines abut a different zone, the minimum setback requirement of the abutting zone shall apply.
3. Yard area, building setback, open space and coverage standards may be modified by the Planning Commission when applied to mixed-use residential/commercial development.

E. Building Height Standards A variety of building heights currently contributes to the unique character of the downtown. Many existing buildings are in excess of the following height standards and would be classified nonconforming. The mix of these nonconforming structures along with new construction that conforms to the height standards will preserve the diversity of building heights that presently exists in the downtown. Therefore, in order to protect the heritage and existing scale and character of the downtown with its diversity of building heights; preserve public views of the beach, ocean and hillsides; and maintain sufficient light, air and solar access to the streetscape, the following building height standards shall apply:

1. Building height shall be limited to one story not to exceed 12 feet. Maximum height, including the roof and mechanical equipment enclosures, shall not exceed an additional six feet as measured from existing grade or finished grade, whichever is more restrictive (compensatory exemptions may be granted for those properties where the first habitable level must be raised above the floodplain).
2. Existing buildings that exceed the allowable height (as set forth herein this section) will become nonconforming, with the exception that nonconforming structures shall be allowed to add 10 percent or 100 square feet, whichever is less, as long as said addition does not violate the existing building or height envelope.
3. Subject to a conditional use permit, properties located in the CBD Office District may be allowed an exemption for a second floor addition, provided the second floor addition is used for long-term low-income, senior citizen (60 years and older) and/or disabled housing, or business and professional offices exclusive of medical or dental offices. The maximum height of such a building, including roof and mechanical equipment enclosures, shall be 24 feet as measured from existing grade. (See also "Special Finding, Second-Story Exemptions.")
4. Buildings shall provide a pedestrian orientation and scale consistent with the Downtown Design Guidelines; incorporation of one-story elements and/or roofline variation into the project, and the use of material changes, window variations and overhanging building elements to distinguish the upper floor from the ground floor may be necessary to achieve a desirable pedestrian orientation and scale.

- F. Parapet Walls** Parapet walls shall not be permitted, unless the Planning Commission determines that use of a parapet wall(s) would not reduce the compatibility of the project with the site and adjacent properties.
- G. Enclosed Uses** All permitted or conditional uses, except as otherwise authorized by the Planning Commission, shall be conducted entirely within an enclosed building.
- H. Fences & Walls** The provisions of Section 25.50.012 shall apply.
- I. Space between Buildings** No requirement, except as required by the Planning Commission or as specified in this document.
- J. Trash and Outdoor storage Areas**
1. Areas for trash or outdoor storage shall be provided for each use, in a manner that is consistent with the Downtown Design Guidelines pertaining to trash, storage and equipment areas.
 2. A trash compactor of appropriate size and daily trash pickup shall be provided for all restaurant uses.
- K. Mechanical Equipment** No mechanical equipment such as tank ducts, elevator enclosures, cooling towers, mechanical ventilators, public utility vaults, transformers, meter boxes, backflow valves, air conditioning or heating units shall protrude through the allowable building height envelope. Neither shall such equipment be erected, constructed, or maintained or altered anywhere on the premises unless all such equipment and appurtenances are contained within a completely enclosed structure or within a portion of a building having walls or visual screening with construction and appearances similar to and integrated with the main building architectural design.
- L. Access and Improvement Standards** The provisions of Chapter 25.53 shall apply, except as modified in this Specific Plan.
- M. Signs** The provisions of Chapter 25.54 shall apply, except as modified below:
1. Window signs shall be limited to a maximum of 10% of the window area, up to a maximum of five (5) square feet and three (3) window signs per site.
 2. Wall signs for individual businesses shall be limited to a maximum of fifteen (15) square feet, except where it can be found that such limited sign size is inconsistent with building size, architecture and setback from the public right-of-way.
 3. Individual logos (company symbol or trademark) on any exterior commercial sign shall be limited in size, as determined by the Planning Commission.

N. **Parking** The provisions of Chapter 25.52 shall apply, except as modified in this Specific Plan.

1. **Parking Incentives** A maximum of three parking credits may be available to sidewalk cafes for outdoor seating; outdoor seating should contribute positively to the downtown atmosphere and should be available to the general public (rather than being restricted to restaurant customers). Credit may include but shall not be limited to reduced in-lieu fees or reduced requirements for additional parking and may be granted on a temporary or seasonal basis. To receive parking credits, the applicant may be required to participate in a funding program for seasonal, expanded tram service. Approval for parking credits must be granted by City Council.
2. **Parking for Senior and Disabled Housing** Parking requirements for housing projects with units committed to long-term senior citizen (60 years and older) and/or disabled housing may be reduced or waived as specified in Chapter 25.52.
3. **Surface Parking Lots** All surface parking lots shall provide, at a minimum, a four-foot wide landscaped setback with appropriate street trees adjacent to all street frontages, excluding necessary driveways. The Planning Commission may require additional buffering, if warranted by special circumstances.
4. **Parking Garages and Tuck-Under Parking Structures** Whenever possible, the first floor above the parking garage or tuck-under parking structure shall be at grade of adjacent public sidewalks and further, shall not exceed five feet above grade along all other frontages; entrances to the structure should be located away from major pedestrian areas and the structure should be designed so as to minimize impacts on pedestrian views.

The following requirements shall apply to all parking structures that are part of a commercial or residential building and are not constructed as a structure dedicated solely to parking purposes.

- a) A minimum 4-foot wide landscaped buffer shall be provided for all areas of parking garages or structures which are above grade, except where abutting a building.
- b) Properties may be permitted one driveway per 150 feet of street frontage. Such driveway shall not exceed 20 feet in width unless otherwise required for safety reasons, except where abutting a building.
- c) All parking structures shall be designed to provide consistency with the Downtown Design Guidelines pertaining to parking.

- O. Alleyway Treatment** Projects which are for exterior alteration and which are located on a site with alley frontage may be required by the Planning Commission to provide alleyway frontage improvements, including display windows, entryways, architectural features and landscape treatment to enhance the alleyway elevation. Alleyway improvements shall be provided in a manner that is consistent with the Downtown Design Guidelines. Landscaping may also be required in accordance with Section C.1, Open Space and Landscaping portion of this General Provision section.
- P. Outdoor Display.** Proper use of outdoor display will enhance the pedestrian experience in the downtown. Outdoor display of merchandise may be permitted subject to a conditional use permit, with the exception that outdoor display which is not visible to pedestrians from the public right-of-way is exempt from the conditional use permit requirement. All conditional use permit applications will be reviewed according to the following standards:
1. Outdoor displays shall not extend into the public right-of-way.
 2. Outdoor displays shall not inhibit adequate ingress and egress to the building.
 3. Outdoor displays should be innovative and enhance the unique character and diversity of the downtown.
 4. Outdoor displays should be compatible with the building.
 5. Outdoor displays that contribute to the pedestrian atmosphere of the downtown, such as flowers and magazine racks, should be encouraged.
 6. Approval of the conditional use permit for outdoor display shall not produce an incremental effect that is detrimental to the City.

HISTORIC PRESERVATION

There are approximately 65 structures in the Central Business District identified on the City's Historic Resources List which are eligible for placement on the City's Historic Register. Placement on the Register provides property owners with significant preservation incentives such as parking reduction, setback flexibility, building code deviations and density bonuses. Structures placed on the Historic Register are subject to the provisions and incentives set forth in the Historic Preservation Ordinance, established as Chapter 25.45 of the Municipal Code.

**FINDINGS REQUIRED FOR CONDITIONAL USE PERMITS WITHIN THE
DOWNTOWN SPECIFIC PLAN BOUNDARIES**

General Findings Required. In reviewing applications for Conditional Use Permits for the Downtown area, the Planning Commission shall evaluate each proposed use in order to consider its impact on the City. No Conditional Use Permit shall be granted unless all of the following findings can be made:

1. The site is adequate to accommodate the use without adverse impact on abutting property or on parking or traffic circulation in the downtown area.
2. The proposed use will maintain a balanced mix of uses which serves the needs of both local and non-local populations.
3. The granting of the Conditional Use Permit will not produce an incremental effect of similar uses that would be detrimental to the City.
4. The proposed use is consistent with the intent and purpose of the District in which it is located, and the goals and policies of the Downtown Specific Plan and the City's General Plan.
5. The conditions stated in the decision are necessary to protect the public health, safety and general welfare.

Special Findings Required for Certain Uses. Due to their potential impact on the character of the community, it is necessary to require that special findings be made. In addition to the general findings required above, the following special findings for the uses identified below shall be made prior to the granting of a Conditional Use Permit for said uses:

- A. **Special Findings, Full-Service Restaurants.** The following special findings are required for "full-service" restaurants as defined in Section 25.08.032:
 1. There are adequate facilities on-site for the closed storage of trash and garbage generated by the use and there will be daily trash pick-up. The storage area is designed so that it can be cleaned; a plan has been submitted and approved for a regular and frequent cleaning schedule of the trash enclosure; and the refuse will be removed without creating a public nuisance and without being placed on the public sidewalks or other public ways.
 2. The business is not classified as a drive-in or fast-food restaurant.
 3. Frozen desserts or other dessert items are incidental menu items.
 4. A total restaurant size (gross square footage) or a maximum number of seats for the restaurant has been established by the Planning Commission for the use.

B. Special Findings, Take-Out Restaurants/Food Services. The following special findings are required for take-out restaurants as defined in Section 25.08.032:

1. There are adequate facilities on-site for storage of trash and garbage generated by the use and there will be daily trash pick-up. The storage area is designed so that it can be cleaned and the refuse removed without creating a public nuisance and without being placed on public sidewalks or other public ways.
2. The business is not classified as a drive-in or fast-food restaurant.
3. The service counter is located within the interior of the business premises and is located and arranged so that patron queues will not spill onto and over public access ways.
4. Frozen desserts or other dessert items are incidental menu items.
5. All products sold for consumption off the premises will be placed in non-CFC (chlorofluorocarbon) containers.
6. The operator of the use authorized by this permit will be responsible for the clean up of all on-site and adjacent public areas, including the sidewalks. A practical plan for monitoring and implementing this clean up will be provided as a condition of the permit.

C. Special Findings, Take-out Restaurants or Take-out Food Establishments Specializing in Certain Dessert Items. In addition to the special findings in Subsection (B) above, the following findings are required for take-out restaurants or food-service establishments specializing in certain dessert items such as ice cream, frozen yogurt, cookies, candy, etc.:

1. The business specializes in the sale of frozen products or other dessert items.
2. There is no more than a total of ten such establishments located within the Downtown Specific Plan Boundaries.
3. All products sold for consumption off the premises, with the exception of cones, will be placed in non-CFC (chlorofluorocarbon) containers.
4. The operator of the use authorized by this permit will be responsible for the clean up of all on-site and adjacent public areas, including sidewalks. A practical plan for monitoring and implementing this clean up will be provided as a condition of the permit.

D. Special Finding, Retail Clothing Stores. The following special finding is required for retail clothing stores:

1. The business is not primarily engaged in the retail sale of bathing suits or T-shirts.

E. **Special Finding, Art Galleries.** The following special finding is required for retail art galleries:

1. A substantial portion of the merchandise shall be original or numbered, limited edition artwork.

F. **Special Findings, Formula-based Business.** The following special findings are required for formula-based businesses.

1. The business offers merchandise and/or services that serve the current unmet needs of the resident population.
2. Although the formula-based business may have other store locations throughout the country, state or region, the business will enhance the destination quality of the Downtown Specific Plan area and not exhibit a local/regional saturation.
3. Both exterior and interior appearance and presentation of the business is compatible with the existing scale of development, distinctive architecture and pedestrian orientation of the established village character and results in an enhancement of the look and feel (i.e. character) of the downtown.

G. **Special Finding, Second-Story Exemption.** The following special finding is required for exemptions to the height limit as permitted under Building Height Standards.

1. Granting of the conditional use permit will not result in an incremental or cumulative effect of second-story exemptions that adversely affect either the scale, character or diversity of building heights in the downtown or the public views of the beach, ocean and hillsides.

H. **Special Finding/Requirement, Seasonal Uses that Coincide with the Art Festivals.** Businesses may be required to participate in a funding program for seasonal expanded tram service.

DEFINITIONS

Fast-food Restaurant. Fast-food restaurant means a business which provides quick food service for consumption on or off the premises in a facility, which is designed to serve a high volume of customers at a high turnover rate. These types of businesses usually have contractual or other arrangements to offer standardized menus, ingredients, food preparation, decor or uniforms. Such a restaurant may or may not provide seating, drive-in, and/or take-out services.

Change of Use. A change of use occurs when any of the following occur: 1) a business offers or proposes to offer merchandise or a mix of merchandise and/or services that are not specified in the approved conditional use permit; 2) a nonconforming business operating without an approved conditional use permit offers or proposes to offer a different category or mix of merchandise and/or new services; 3) a formula business replaces an existing business, even when the general category of merchandise or type of service does not change; 4) a food service or restaurant use enlarges the size of its seating area, or changes some material aspect of its operation and/or presentation of its business.

Formula-based Business. A formula-based business means a use or business which offers merchandise and/or services using a formulaic or mass-marketing approach. All business or store locations are identifiable through standardized architecture, storefronts, merchandise and/or services, store layout and décor, signs, uniforms or other similar features.

SECTION VI
IMPLEMENTATION PROGRAM

SECTION VI: IMPLEMENTATION

Introduction

The Downtown Specific Plan sets forth an assortment of land use controls in the form of policies, design guidelines and zoning regulations. Implementation of these elements will require a variety of actions involving both private and publicly owned property.

The Plan affects private property primarily through regulation of land uses and physical property improvements. Implementation of these regulations will be achieved largely through the conditional use permit and design review process utilizing the decision-making authority of the Planning Commission and City Council.

Through its policies and Urban Design Plan, the Downtown Specific Plan identifies the need for a variety of physical improvements to public facilities as well as maintenance of those facilities. These improvements, that include alleyway improvements, street lights, undergrounding of utilities, and street enhancement with flowers, street furniture and sign beautification, influence the aesthetic and functional appeal of the downtown. Such improvements benefit both downtown property owners and the public at large, and successful implementation of these measures will require a sharing of costs by the public and private sectors. For example, a landowner may be expected to provide alleyway enhancements in conjunction with new development or an extensive remodeling, or to replace a sidewalk with a new paving pattern when the development project impacts the existing sidewalk. Public funds will also be necessary to achieve the policies of the Plan and to implement the improvements envisioned in the Urban Design Plan.

Downtown Capital Improvements

Major improvements to the physical infrastructure in the downtown are planned and funded through the City's Capital Improvement Program. The City's Adopted Budget for Fiscal Year 1999-2000, includes a number of projects planned for the downtown area in the Ten-Year Capital Improvement Plan:

Year 1 \$610,000	North Main Beach Restroom Replacement Forest Lane Landscape Improvements Forest Lane & Ocean Avenue Parking Lot Lighting Festival of the Arts Storm Drain Construction Library/Third Street Alley Repaving Main Beach Nuisance Water Abatement
Year 2 \$1,450,000	Lifeguard Headquarters Repair Laguna Canyon Channel Construction & Sewer Relocations City Yard Sewer Trunk Relocation Laguna Canyon Road Sewer Pump Station Elimination
Year 3 \$350,000	Pepper Tree Parking Lot Repair & Lighting Downtown Area Sewer Main Replacement

Year 4 \$200,000	South Main Beach Restroom Replacement
Year 5 \$375,000	Canyon Acres/Frontage Road Resurfacing Downtown Resurfacing
Year 6	---
Year 7 \$360,000	Main Beach Boardwalk/Stairs Repair & Lighting
Year 8 \$310,000	Downtown Sidewalk Repair Second/Third, Mermaid to Forest Alley Paving
Year 9	---
Year 10	---

Proposed Downtown Improvement Projects

The following list of downtown improvement projects should be considered during preparation of the budget for the City's Capital Improvement Plan and the Special Projects Work Program for the Department of Community Development. Implementation of these projects will depend on funding availability, improvement priorities and staffing. Proposed downtown improvement projects are identified by general priority category (Very High, High, Moderate and Low), but the projects within each category are not listed in order of importance or priority within the category.

Very High Priority:

• **Traffic Management Plan:**

The Traffic Management Plan will focus on the reservoir of parking in the downtown and examine optimal utilization of all parking spaces, public and private, by all user groups, including residents, shoppers, employees, beach users and festival visitors.

The Traffic Management Plan will include:

Data collection – (Base primarily on existing data)

Traffic volumes

Parking demand

Segregate for sub-groups such as residents, shoppers, beach-goers

Parking/circulation issues - Provide analysis/recommendations

Traffic rerouting alternatives to reduce bottlenecks

One-way street system

Close off lower Forest Avenue, lower Ocean and/or Laguna Avenue

All-day beach parking

Optimum parking garage size

Addition of traffic signal at Festival of Art
Peripheral parking program
Downtown shuttle system
Resident-only parking area

- Civic Art District Urban Design Plan

The Urban Design Plan is to be developed through a Design Competition by January 1, 2000. This competition will require participants to develop a design concept for the Civic Art District that is responsive to both the natural and man-made characteristics and constraints of the site while capturing the established "vision" for the project.

Following a mandatory one-day workshop and site visit that will allow the competitors to familiarize themselves with the site and its characteristics, architectural drawings, site plan and narrative describing the design concept will be submitted.

This Competition will be open to all licensed and insured architects or architectural firms. The design team shall include an experienced architect, landscape architect and public art specialist. All participants will make a public oral presentation to a seven-member Jury.

The Civic Art District Urban Design Plan will include:

- Entry Statement
- Village Entrance Master Plan
- Pedestrian pathways, including pedestrian crossing at Festival of Art and linkage to rest of downtown
- Landscaping, lighting, signage and art features
- Artist-designed benches
- Parking garage
- Tram pick-up and drop-off areas
- Retention of sewer pump station and old sewage treatment building, if usable
- Kiosks or other information centers
- Public art installation
- Artist-designed water features

- Additional funding for Cleaning Sidewalks/Streets
- Additional funding for the Maintenance of Public Art

High Priority:

- Traffic Signal at Festival of Arts on Laguna Canyon Road
- Trash Enclosure Plan
- Trash Management Program
- Public Art Installations including Artist-designed Benches, Sculpture, Murals and Other Art Features
- Addition of Flower Containers

- Downtown Street Lighting
- Undergrounding of Utilities (Mermaid Street & Third Street; portions of Ocean & Beach: street light wire on Forest & Ocean)
- Sign Code Amendment
- Artist-designed Banner Program
- Functional Art Installation at the Main Beach Restroom
- Artist-designed Bench Installation

Moderate Priority:

- Beautification of Public Signage
- Textured Crosswalks
- Replacement of Parking Meters
- New Street Trees & Replacement Street Trees

Low Priority:

- Redesign and Replacement of Public Trash Containers
- Landscape Improvements for Bus Depot Area

Implementation Measures

Certain additional measures are either desirable or essential to effectively carry out the Downtown Specific Plan. They include:

1. Modify Municipal Code sections as necessary to provide consistency with the Downtown Specific Plan.
2. Provide funding and staffing for the Very High Priority Downtown Improvement Projects to ensure completion within two years from the date of the Revised Downtown Specific Plan approval.
3. Conduct an annual review by the Planning Commission of the status of downtown businesses, improvement projects and level of maintenance.
4. Request an annual report from the Police Department on alcohol use and police concerns in the downtown.
5. Provide for annual review by the Planning Commission of the Summer Festivals Parking Plan.
6. Review the Sign Ordinance for comprehensive revisions, including a separate sign district for the downtown, and including the development of criteria and/or regulations for review of lighted interior signage in the downtown.
7. Develop monitoring system for off-site parking in the downtown and/or develop a replacement program.

8. Develop a recommended plant list for the downtown, to include trees, herbaceous materials and ground cover.
9. Investigate City-provided watering of plantings/flowers in the downtown.
10. Investigate downtown resident-only parking areas.
11. Adjust cost of in-lieu certificates to reflect cost of land acquisition and construction associated with a downtown parking space and/or develop a replacement program.
12. Establish standards regulating commercial activities of artist live/work located in the downtown.
13. Reduce fees for businesses determined to be resident-serving.

Funding

Potential sources of funding for downtown improvements, as discussed below in a non-prioritized listing, include public and private sources of funding.

I. Funding Sources for Downtown Improvements

A. Streetlight Funding

The City budget includes an annual expenditure for streetlight funding; these funds can be used for changing out streetlights in addition to undergrounding utilities.

B. Streetscape Improvement In-lieu Fee

A fee system for new development, including remodeling, could be established as a way of charging developers for off-site improvements. This streetscape improvement fee would work in much the same way as the "Art in Public Places" program does. The in-lieu fee would be charged as a percentage of the project valuation (estimated for the building permit).

Eligible projects could include all exterior alterations, expansions and new development. In order to encourage rehabilitation of existing buildings, the percentage charged to exterior alterations could be minimal (such as 1% or less), while the percentage charged to expansions and new development could be much higher (perhaps in the range of 5-10%).

Money generated from the fee system could either be held until sufficient funds were available to complete an entire phase (or phases) or alternatively, improvements could be completed in smaller increments, as money became available. Collecting enough money for the entire downtown improvements package would likely take more than 15-20 years, but it might take only 2-3 years to collect sufficient funds to provide textured paving for selected alleys and crosswalks.

C. Capital Improvement Fund

Downtown capital improvement projects compete with other public improvements for limited capital improvement fund money. City revenues that are allocated to this fund include the building construction tax and parking meter fines. A number of downtown improvement projects are already included in the City's Ten- Year Capital Improvement Plan. Funding of downtown improvements on a larger scale than that already planned is unlikely; but if the downtown improvements are deemed a high enough priority, capital improvement fund money could be used in combination with other funding methods that by themselves might not produce adequate monies.

Additional revenue generated by the Treasure Island Development Agreement might be available in five or six years.

D. Parking Meter Revenues

Parking meter revenues are generated yearly. These funds could be used to provide, maintain or enhance parking-related items in the downtown.

E. Park In-Lieu Funds

Park in-lieu fees are assessed against new subdivisions. Funds collected are allocated to the construction of new parks. While it would be possible to use park in-lieu funds toward the development or enhancement of mini-parks in the downtown, allocation of such funds would have to wait until new subdivisions are approved and the fees are collected.

F. Housing In-Lieu Funds

Housing in-lieu fees are assessed against residential projects of three or more units. These funds are to be used for the development of affordable housing (low- or moderate-income). Under the Downtown Specific Plan, low-income, senior and disabled housing for individuals is encouraged through policy statements and the use of incentives. Housing in-lieu funds can be used to provide affordable housing within the downtown for low- and moderate-income individuals in the targeted groups.

G. Art-in-Lieu Funds

The Art-in-Public Places Program requires certain types of development projects to provide for the acquisition and installation of public art works. Instead of acquiring and installing artwork, project applicants may pay an in-lieu fee to the Art-in-Public Places Fund. Money collected in this fund may be used for downtown improvements that further the intent and purpose of the Art-in-Public Places Program.

H. Business Improvement District (BIA or PBID)

One method of supplementing the municipal services and/or capital improvement budget is to create a Business Improvement Area (BIA) or a Property Business Improvement District (PBID). This funding tool is actually a special assessment district where either the business owners (BIA) or property owners (PBID) agree to assess themselves additional fees that are then used to benefit the downtown. The revenue that is generated by this type of assessment can be used to support enhanced services, such as streetscape improvements and maintenance, within the district.

The assessments under a BIA are based on either retail revenues or number of employees and they are collected by the City in conjunction with business license fees. The assessments for a PBID are based on benefits received and square footage with the assessments collected through the County tax bills. PBID's generate substantially more revenue for business district improvements than do BIA's.

The creation and administration of a business improvement district would require substantial staff time and a high level of support from the business community.

I. Other Programs

Programs utilized by other cities have successfully financed streetscape improvements in downtown areas. The "Adopt-A-Brick" program is one where sidewalk bricks are sold with the buyer's name engraved on the brick and placed name side up on the sidewalk. The revenues generated from the program can be used to help finance street furniture and building facade improvements, usually through a revolving fund to provide low-interest loans). The Chamber of Commerce is operating an "Adopt A Brick" program in Laguna Beach.

In addition, the City has a program where people may donate public improvements. An expanded version of the existing program, including a public relations campaign, could provide a small-scale source of funding.

Private fund raising could also provide supplemental funds for downtown improvements. For example, merchant association groups could sponsor fund raising events where a percentage of the raised money could be used for improvements that would benefit the downtown.

II. Funding Sources Considered But Not Recommended At This Time

A. Assessment District

An assessment district could be established to require existing landowners and new development in the downtown to cover all or a portion of the cost of capital improvements. Establishment of an assessment district is subject to the Majority Protest Act; thus if written protest is received from at least 51 percent of the property owners, a 4/5 Council vote would be required to overrule the protest.

Although assessment districts are often unpopular, there are benefits to this type of funding alternative. Bonds can be issued with a payback period that can range from 5 to 40 year periods, and the method of assessment can be tailored to suit the individual district. It should be noted that assessment districts have been very difficult to establish in Orange County and, in fact, assessment districts may lead to intensification as property owners try to increase revenues to offset assessment fees. In addition, an assessment district might result in unfair distribution of the financial responsibility for long-term improvements to property in the CBD since the majority of leases in the area are triple net whereby the tenant rather than the property owner would pay any assessed fees.

B. Redevelopment Funding

The California Redevelopment Law, State Health and Safety Code, gives local communities the authority to create a public agency for the purpose of promoting economic growth and building public improvements. These agencies finance their activities through tax increment financing, whereby capital investments are retired through anticipated increases in property tax resulting from redevelopment of the area. Redevelopment projects often result in an intensification that would be inconsistent with many policies of the Specific Plan. Prior to any consideration of redevelopment funding, a full economic study would be required.