LAGUNA BEACH GENERAL PLAN

Land Use Element

CITY OF LAGUNA BEACH
LAND USE ELEMENT

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CITY OF LAGUNA BEACH

LAND USE ELEMENT

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MISSION STATEMENT

To ensure that the City of Laguna Beach will endure for future generations as a thriving, sustainable community that respects and nurtures our scenic natural surroundings, village character, and quality of life.

GUIDING PRINCIPLES

The following guiding principles provide the basis for detailed policies included in the General Plan elements.

1. **Strengthen our sense of community**. The General Plan envisions Laguna Beach as a place of abundant scenic natural beauty, small-town village charm, and cultural diversity. Laguna residents take great pride in their community, which has a tradition of promoting the arts, historic preservation, and participation in civic and community organizations. The community is made up of quiet, close-knit neighborhoods of beachside and hillside homes. The residential neighborhoods are complemented by amenities such as the beaches, trails, shops, and restaurants, and these amenities are easily accessible to residents and visitors. Ongoing public education, civic participation, and monitoring regional growth are keys to maintaining and enhancing the positive characteristics of the community.

2. **Preserve and enhance the community's natural environment and distinctive setting in the region–a picturesque seaside community surrounded by hillside open space.** The City's built environment is shaped and influenced by its natural setting. Scenic views of the Pacific coastline, hillsides, and canyons are distinctive elements of this setting and greatly enhance the community's image and sense of place. Ensuring that the City's environmentally sensitive surroundings are maintained as open space is vital to maintaining its character. As stewards of the environment, community members understand the importance of preserving environmentally sensitive open spaces, marine resources, water quality, and air quality for future generations. The City is committed to sustainable development patterns by ensuring that all future development complies with General Plan policies and development standards and that land zoned for open space is maintained in its natural condition.

3. **Enhance recreational opportunities for residents and visitors, while protecting environmentally sensitive natural resources.** Laguna Beach is situated in one of the most scenic settings in the State. Picturesque views of the Pacific coastline, hillsides, and canyons attract many visitors to the community year-round. Laguna Beach also has numerous environmentally sensitive areas and habitat that must be protected and preserved. The General Plan responds to this challenge directly and proactively, through a comprehensive, integrated strategy to facilitate and manage the influx of visitors in ways that deliberately avoid adverse effects on local resources. The General Plan

provides multiple policies designed to integrate resource protection with active planning to accommodate visitors.

4. **Minimize the impact of the automobile on the character of Laguna Beach and emphasize a more pedestrian-oriented environment, safer sidewalks/pathways, landscaped buffer zones, and alternative means of transportation.** Transportation alternatives are a high priority for Laguna Beach, particularly during the summer festival season. During the summer months and on holidays and weekends Laguna Beach is frequently impacted by traffic. Through its General Plan policies, the City continually strives to facilitate the movement of traffic in a safe and uncongested manner consistent with a pedestrian-oriented community. The proximity of some commercial and residential land uses in the City and mixed-use development are ideal for pedestrian and bicycle use. General Plan policies promote and encourage a pedestrian-oriented community by developing a system of bicycle rights-of-way and pedestrian paths, increasing alternative transit opportunities, and discouraging high-speed traffic along City streets.

5. **Enhance the downtown by preserving its village character and ensuring a variety of unique businesses and activities.** The City strives to preserve the village atmosphere of the downtown, which is characterized by its pedestrian orientation, low-scale buildings, a variety of commercial, restaurant, office, residential and public facilities uses, Main Beach, historic landmarks, and diverse architectural styles. The Downtown Specific Plan (DSP) is the primary means of implementing the General Plan policies to preserve the downtown. The DSP preserves the unique qualities of the downtown by establishing design guidelines and criteria for maintaining a balanced mix of land uses and addressing potential safety hazards.

6. **Foster and promote a balance of retail opportunities for residents and visitors.** Laguna Beach is a highly desirable beach community and prime tourist destination. In order to preserve and provide a balanced mix of uses for both residents and tourists, the City has established districts for the location of visitor commercial and resident-serving uses.

7. **Ensure development is responsive to individual site constraints.** The General Plan recognizes that most development and/or redevelopment will inevitably involve infill projects or building on difficult sites, sites that are characterized by multiple constraints. General Plan policies set forth our philosophy that development, including remodels and the creation of new building sites, should begin with an awareness of constraints inherent in the particular site being developed. Planning, access, siting, and design choices should reflect a response to the particular characteristics and challenges associated with the site; examples include constraints related to the presence of significant natural resources and safety hazards as well as those related to the need for infill projects to be compatible in design, scale, and character with the surrounding neighborhood. Design guidelines, in conjunction with the applicable zoning standards, guide the Design Review Board toward approval of well-designed buildings, landscaping, and open spaces all of which reflect the quality and values of the

community, enhance the visual character of neighborhoods, and preserve views and privacy to the greatest extent feasible. The General Plan sets forth the philosophy avoidance of negative impacts is preferred to mitigation of those impacts.

8. **Ensure that infrastructure is strengthened and maintained.** The City's public infrastructure supports the type, distribution, and intensity of land uses designated in the General Plan. Standards for capital facilities and public services such as streets, parks, storm drainage, water, sewers, and fire safety are established to ensure that growth does not exceed capacity. Although the community is essentially built-out, the General Plan reinforces the City's commitment to maintain and upgrade its aging infrastructure.

9. **Encourage cultural, ethnic, and social diversity.** Culture and the arts have been the cornerstones of the community for many years. Laguna Beach is widely known as the home of the summer art festivals and numerous local artists. Local playhouses, an art museum, an art college and numerous galleries are indicative of the art influence in the community. To reinforce its commitment to the arts, the City has established the Arts Commission to review and recommend public art and to promote art-related uses throughout the community. The City has also adopted a Historic Resources Element and a related ordinance to encourage the long-term preservation of historically significant buildings. The General Plan policies promote social diversity by planning for a range of housing types from single-family dwellings to multiple units and mixed-use developments, artists' live/work units, and low-income disabled, senior citizen, and studio housing.

10. **Ensure that safety and disaster preparedness are considered in all City decisions.** Hazard and risk evaluation is important in determining the appropriateness of land use changes, especially in the steep hillsides, rugged canyons, flood plains, and varied terrains of Laguna Beach. These topographic features accentuate geologic, hydrologic, and fire hazards and require thorough evaluation and analysis as a part of the land use and design planning processes. The Land Use Element contains numerous policies that address hazard and safety planning. The City's Safety Element addresses emergency planning/response, hazardous materials, geologic hazards, fire hazards, flood hazards, and shoreline protection.

11. **Ensure that sustainability guides City policy.** The City recognizes the magnitude of the challenge that climate change poses. The City can move toward sustainability and reduction of greenhouse gas emissions by the way it manages land development and building construction, conserves habitats and natural resources, provides efficient transportation and mobility systems, and develops its infrastructure and public services. Sites should be planned, buildings designed, and infrastructure developed to reduce the consumption of energy, water, and raw materials, generation of waste, and use of toxic and hazardous substances. The General Plan establishes a framework to ensure that the City is sustainable, resilient, and regenerative for residents, visitors, and future generations.

LAND USE ELEMENT

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INTRODUCTION

This section establishes the framework for the Land Use Element by discussing the history of the General Plan in California, the legislative requirements for a land use element, and the organization and content of the element.

Section 1: Introduction

General Plan and Land Use Element Purpose

The responsibility for land use planning has rested with local government for many years. The State of California first enacted legislation in 1937 that required cities and counties to prepare and adopt Master Plans. Initially, these Master Plans were rudimentary and performed a limited role in long-range community development. In later years, however, the General Plan, as it is currently referred to, matured in meaning and importance to become the cornerstone of local land use planning. As a long-range blueprint guiding community development, the General Plan consists of seven mandatory elements: Land Use, Circulation, Housing, Open Space, Conservation, Safety, and Noise.

The General Plan addresses a broad range of issues and is the controlling document in land use regulation. The Plan is implemented by regulations such as those found in the zoning ordinance, specific plans, the subdivision ordinance, and building codes. The text, policies, and diagrams within each General Plan element must be consistent with one another. The Zoning Ordinance and other General Plan implementation tools must be consistent with the General Plan.

The Land Use Element (LUE) designates the type, intensity, and general distribution of land uses and is a guide for decision makers, the public, and planners with regard to future public and private land use and development. As the element with the broadest scope, the LUE is considered to be most representative of the General Plan. Essentially, the goals, policies, and actions of the LUE provide a long-range context for short-term decisions. The LUE also coordinates the policies of the other elements and synthesizes them in the land use plan and may even go beyond physical planning to address social and economic issues.

State law requires the LUE to be organized into two principal components: text describing goals, policies, and implementing action and land use plan maps and diagrams. The text describes the existing community land use and issues, sets forth goals and policies for the future and actions to implement the goals, and establishes categories for population density, building intensity, and development control. The maps and diagrams establish the distribution and types of land use in graphic form.

History of Laguna Beach Land Use Element

The first attempt at comprehensive planning by the City of Laguna Beach occurred in 1955, when it adopted a Master Plan that addressed growth and development within the City and the surrounding area. In 1959, a more formal and comprehensive General Plan was adopted, consisting of three separate elements--Land Use, Circulation, and Recreation. This General Plan provided the direction for growth in the City until 1972, when the City Council adopted a new, expanded Land Use Element.

Since 1972, the purview of the City's General Plan has increased dramatically. The advances in the City's comprehensive planning efforts are due to a combination of factors, including growing public interest in community planning, the emergence of new State planning requirements, and

changes in the financial profile of the City, which require a closer examination of service costs versus community benefits.

Since the last comprehensive LUE update in 1983, the City's planning area has expanded considerably with the annexation of South Laguna, Old Top of the World, and Allview Terrace in 1987 and the Laguna Canyon area in 1989.

Time Frame

There are two reasons for designating a time frame for the LUE: 1) it establishes an implementation schedule for achieving community goals through implementing actions and 2) it sets long-term policy for day-to-day decision-making. Implementing changes in land uses and community goals takes considerable time. A short time frame such as 5 years may be too brief to provide for realistic planning. A very long-range plan, however, may not be responsive to economic and social changes. In the past, jurisdictions typically chose 15 to 25 years as the time frame for a LUE. Today, the long-term horizon for the General Plan is typically 15 to 20 years.

For purposes of this Land Use Element, a 15-year time horizon has been selected as a basis for measuring community growth and policy development. This time should provide the City with the necessary flexibility to adapt to changing community interests, values, and priorities. The 15-year time horizon does not establish an end point but rather sets forth a general context in which to make shorter-term decisions.

The LUE actions, which are strategies to carry out a General Plan policy in order to achieve community goals, have designated specific time frames. Actions that have been prioritized for implementation within a relatively short time period are designated "short-term" for a maximum 3-year implementation. "Medium-term" is for a maximum 8-year, and "long-term" for a maximum 15-year implementation time frame.

Geographic Application

The LUE must by law encompass the entire jurisdiction of the community. The Element, however, extends to areas outside its jurisdiction. These areas are usually the City's "sphere of influence," but they may simply be areas which in the City's judgment "bear relation to its planning" (Government Code Section 65300).

The City of Laguna Beach is surrounded by open space. This open space encompasses approximately 30,000 acres of largely undeveloped lands and includes Laguna Coast Wilderness Park, Aliso and Wood Canyons Wilderness Park, Crystal Cove State Park, and Laguna Laurel Ecological Reserve. This public open-space land is principally under the jurisdiction of the State and the County of Orange and physically separates the City from the urbanization occurring elsewhere in the County. These lands provide density relief and open space and share with the City watersheds, drainage systems, road and trail linkages, air space, recreational resources, and interdependent biological communities. Because of this relationship, the LUE establishes a planning area which includes these open-space lands. This area formal recognition of the impact of this spectacular open space on the community, the City's past participation in its acquisition,

and its desire to continue to participate in the future.

While the City cannot directly control land use within these State and County open-space lands, it can influence the outcome of State and County decisions regarding the area and can establish a cooperative relationship with these governmental agencies to maintain the greenbelt as a regional open-space and conservation resource in the face of mounting developmental pressures.

Relationship to the Coastal Plan

Like all coastal communities in California, the City of Laguna Beach must observe the provisions of the California Coastal Act of 1976. In contrast to most coastal communities; however, most of the entire City is included in the coastal zone. Only the 522-acre Sycamore Hills area within the City is excluded.

This coastal zone designation has created the need for close coordination between coastal planning and the City's General Plan. The Coastal Act requires that land uses in cities' coastal zones be regulated by a Local Coastal Plan. Because the Local Coastal Plan covers so much of Laguna Beach, the LUE Map is virtually identical geographically to the Coastal Plan Map.

In addition, the issues and policies of the two plans often overlap. For example, both plans address parking and circulation, watercourse protection, hillside development, and recreational lands. The Local Coastal Program, however, maintains a slightly different orientation from the General Plan, with particular emphasis placed on coastal-related issues such as tide pools, shoreline access, and coastal bluffs.

Given the interrelationship between these subjects and the City's General Plan, the Coastal Plan has been physically integrated into this element and the Open Space/Conservation Element. These elements contain policies and development standards related to the Coastal Plan and are intended to implement the provisions of the Coastal Act.

Citizen Participation and the Visioning Process

Public participation has traditionally performed a valuable function in the planning process, particularly in reflecting community values, needs, and goals. In the City of Laguna Beach, citizen participation has been a particularly important feature of the local planning process, providing residents an opportunity to express their thoughts and viewpoints and interact in the decision-making process. This community participation has added quality and credibility to planning studies and engenders public understanding of, and support for such plans.

Citizen involvement played an instrumental role in the early development of the LUE. In the early 1980s, the Laguna Beach City Council formed citizen advisory committees to study the various elements of the General Plan. The principal responsibility of the committee was the identification of significant planning issues and formulation of goals, objectives, and implementation measures.

In 2001, the Vision Steering Committee, with the input of more than 2,000 community members

and over 100 groups, completed a two-year visioning process which culminated in the completion of the Vision Laguna 2030 Final Report and Strategic Plan. The basis of the Plan is a shared vision for the future of Laguna Beach. This shared vision includes preserving and enhancing the following community aspects: 1) community character as it relates to people and place, 2) resident and visitor mobility, 3) environmental responsibility, 4) arts and culture, 5) economic sustainability, and 5) governance and civic participation.

The Planning Commission and Planning Commission Subcommittee held numerous public workshops during the LUE update, and the concepts and themes of the Vision Laguna Plan were incorporated into the Goals, Policies, Actions and Implementation Program set forth in LUE Section 7.

Organization of the Land Use Element

The LUE is organized into seven sections. Following this introduction, Sections 2-5 address the physical setting of the City, its population and economic characteristics, and its existing land uses. Section 6 describes the categories utilized on the land use plan map. Section 7 consists of a series of goals, policies, actions and implementation procedures dealing with the major land use concerns identified by the community and the City Council. Considerable detail has been included in these issue statements because it is important for the community to understand the reasoning that led to each policy.

These sections work together like chapters in a book. Different chapters are important at different times and in different situations. The background sections, for example, will be used to provide information on the characteristics and values of the community, whereas the land use map and the goals, policies, actions and implementation section will be utilized to evaluate development requests for consistency with the General Plan.

PHYSICAL SETTING

This is the first of four sections that collectively describe the physical, social, and economic characteristics of the City. This community profile forms the factual basis for the policies and land use designations in the Land Use Element. The profile begins with the physical setting of Laguna Beach–its geography, soils, and climate, the characteristics that give form to the City's environment.

Section 2: Physical Setting

Geomorphic Regions

The City of Laguna Beach is situated in an unusual setting not found elsewhere in the County of Orange. This site results from both the location of the City as a seaside community and its physical elements, characterized by steep hillsides, rugged canyon bottoms, prominent ridgelines, and large areas of open space. These conditions physically separate Laguna Beach from the urbanization occurring elsewhere in the County and provide a natural open-space buffer around the community.

The particular physical features of the City can be divided into three geomorphic regions: Coastal Fringe; Hillsides, Canyons, and Ridges; and the Central Basin.

Coastal Fringe. The coastal fringe is composed of the coastal terrace and the Pacific shoreline.

The coastal terrace is traversed by the Pacific Coast Highway and flanked by urban development. It is generally level, although gullies and arroyos cut across the terrace, which terminates at wave-cut sea cliffs that range in height from a few feet to nearly 140 feet above sea level.

The Pacific shoreline measures about 3.5 miles along the general coastal outline and 6.2 miles along the actual detailed water line. This difference is a reflection of the topographic irregularity of the coastline created by the presence of prominent headlands and small pocket beaches. The cliffs and headlands in Laguna Beach are famous for their unusual rock formations.

Some of these rock formations are more susceptible to erosion than others as a result of their particular geologic composition and exposure to erosion elements. Most of the prominent headlands, for example, are composed of hard and resistant volcanic and/or cemented sedimentary rock, hence their continued prominence along the City's shoreline. In contrast, coves that contain small pocket beaches are a reflection of weaker bedrock that weathers, erodes, and retreats more rapidly than headland formations.

Hillsides, Canyons, and Ridges. The major canyons of the Laguna Beach area--Laguna Canyon, Hidden Valley, Rimrock Canyon, and Bluebird Canyon--were initially formed by geologic uplifting of the San Joaquin Hills and subsequent stream cutting that gradually eroded weaker rock formations into deep canyons. Common features of these canyons are steep slopes that expose bedrock where surface topsoil has been eroded and displaced downstream into the Pacific Ocean. These canyons reveal evidence of geologically problematic dip-slope conditions where the topographic slope surface conforms in angle to the inclination of the underlying bedrock strata.

Central Basin. This area is characterized by the broad, nearly level expanses of land situated at the confluence of Laguna Canyon and the Pacific Ocean. This area exhibits soft, non-expansive-to-locally-expansive soil conditions resulting from stream sedimentation. These alluvial sediments range from a few feet to over 100 feet thick. Groundwater levels in the central basin are relatively high, with seasonal fluctuations ranging from 5 to 15 feet below ground surface.

Geology

Geologic Structure. Five predominant rock formations underlay the City of Laguna Beach. 1) Marine and Continental Terrace Deposits made-up of conglomerate, gravel, sand and silt; 2) the Monterey Formation, made-up of interbedded silty and silicious shale and siltstone; 3) volcanic rock; 4) the San Onofre Formation, a sedimentary breccia and conglomerate with coarse sand boulders and quartzite locally interbedded with sandstone and sandy siltstone; and 5) the Topanga Formation, generally consisting of silty sandstone and interbedded siltstone and porous rock.

The geological formation of the Laguna Beach area began approximately 15-20 million years ago as layers of sediment were deposited beneath the sea, followed by volcanic activity, which injected hard rock into fissures. Fine volcanic ash was also deposited, sometimes incorporated with sand and silt, occasionally as a distinct layer. While these processes were occurring, seismic forces folded, faulted, and lifted the mass above sea level, allowing erosion to attack the layers of rock tilted from their original, nearly horizontal position.

Local landforms within the city were primarily caused by uplift of the San Joaquin Hills and erosion and wave action working on the hard and soft layers of rock. The harder and more resistant layers tended to remain as outcroppings, sometimes forming steep cliffs, while the softer rock was more readily removed, allowing stream action to form canyons.

The current phase of geological development began with a series of intermittent uplifts that have continued at a diminished rate into the present. During the pause between uplifts, the sea was able to attack the rock located at sea level, cutting a bench or terrace. These elevated coastal terraces are prominent features in the topography of Laguna Beach, and their broad, nearly level expanses invited early development.

During and following the last ice age a dramatic 300+ foot fall and subsequent rise of sea level resulted in the deposition of the alluvial central basin area in Laguna Canyon. This process was not quite complete when the first Anglo settlers arrived and they found the mouth of this canyon, which is now the downtown basin, somewhat swampy.

Faults. The City of Laguna Beach lies in a seismically active zone vulnerable to ground shaking and related geologic hazards. There are four major active faults in the region: the nearby Newport-Inglewood Fault Zone (5 miles west), the San Joaquin Hills Thrust Fault (underlying all of Laguna Beach), the more distant San Jacinto Fault (50 miles northeast) and the San Andreas Fault (55 miles northeast). Locally, Laguna Beach has three major inactive fault systems, including the Laguna Canyon, Temple Hills, and Pelican Hill faults. The Laguna Canyon Fault is best revealed by the steep scarps at the back of Bluebird and Rimrock Canyons. Erosion rather than current faulting is responsible for these exposures. This fault can be followed from South Laguna to the vicinity of the University of California at Irvine (UCI) campus. The Temple Hills Fault is not as conspicuous, trending in an east-west direction generally perpendicular to the Laguna Canyon Fault. Its trace runs from the upper portion of Bluebird Canyon to the downtown basin. The Pelican Hill Fault extends from North Laguna to Irvine near UCI.

Technically, all of these faults are inactive, which means that geological evidence shows that no motion has occurred for 11,000 to three million years.

Slope. Slope is an important consideration in land use planning. Slope stability is dependent upon a number of factors. The most important factor is the type of earth materials such as bedrock, sediment, or soil and the related characteristics such as structure, strength, vegetative cover, and the steepness of slope. Rainfall, erosion, earthquakes and human activities such as grading and irrigation also strongly affect slope stability.

Ancient landslides are present underlying the hillsides in a number of locations throughout the city. Some of these ancient landslides have been reactivated as a result of periods of above-average rainfall (Bluebird Canyon, 1978). In other areas, rainfall may result in new landslides (Bluebird Canyon, 2005). In general, these features occur in sedimentary bedrock units that have predominantly siltstone layers and a structural orientation that is adverse as related to topography.

Surficial instability, mudflows, and soil slumps can occur on the steeper natural slopes within the City during and shortly after periods of heavy rainfall (Laguna Canyon, 1998).

Soils

Soil development within the City relates to the geomorphic setting and the underlying geologic formation. In the hillside areas soil development is relatively slow, and the composition relates to the underlying rock type such as sandstone, siltstone, or conglomerate. Soil development on the coastal terrace is influenced by the underlying, relatively sandy terrace deposits as well as the materials transported from the adjacent hillside. Soil development within the central basin is related to stream deposition from Laguna Canyon. Depending on the parent material, some soils are fine-grained, expansive, and/or compressible while others are coarse and dense.

Groundwater

Groundwater is present at a shallow depth within the central basin. Elsewhere, groundwater is generally perched at the bedrock-terrace contact in the coastal terrace as well as within the more permeable layers of the various bedrock units. Additionally, groundwater is located in the canyon bottoms, most notably in the winter and spring.

Climate

Climate plays an important role in the physical setting of Laguna Beach. The City's temperature, rainfall, and wind are typical of a Mediterranean climate characterized by mild winters, warm summers, moderate rainfall, and general year-round sunshine with the exception of coastal morning fog during the spring and summer months.

Temperatures in Laguna Beach typically range from 59° F to 85° F during the summer and from 30° F to 80° F in the winter. The average rainfall in Laguna Beach is 12 to 13 inches per year but can be over 30 inches in extreme years. Over 90 percent of the rainfall occurs between late

October and early April. The distribution of rainfall can be extremely irregular, with torrential downpours in one area while another receives only light showers.

Some of the rain that falls on the crest and on the side slopes of the San Joaquin Hills emerges in wet years as springs and seepages near the foot of the northern slopes and generally at the base of the terrace deposits where impermeable rock is encountered. These springs remain active during most of the summer, as illustrated by those in the Heisler Park area.

Wind, in combination with other climatic and geographic features, is a significant aspect of the City's physical setting. Prevailing winds in Laguna Beach are sea breezes that are generally low in velocity, attaining speeds of 10 to 20 mph. Typically, sea breezes are beneficial to the community because they propel air pollutants inland and provide a cooling effect during the warm summer months.

In addition to prevailing sea breezes, the City receives strong seasonal winds, generally during the fall and winter months. Referred to as Santa Ana winds, they are hot, dry northerly-to-northeasterly winds that often attain velocities in excess of 40 mph. Santa Ana winds are particularly damaging because they frequently occur during the driest season of the year, increasing the risk of rapidly spreading fires.

POPULATION CHARACTERISTICS

This section describes the characteristics of the City's population and housing stock and the growth that is expected in the future. This information is used in land use planning to forecast community needs and evaluate the cost and delivery of infrastructure systems and City services.

Section 3: Population Characteristics

Historic Perspective

Laguna Beach has experienced continuous growth in population since its incorporation in 1927. In that year, the City's population approached 1,500 residents. The original city limits consisted of only 690 acres, which generally encompassed the downtown basin and surrounding flat areas. In subsequent years, as the City continued to expand its jurisdictional limits, the population in Laguna Beach similarly increased. The City of Laguna Beach has 8.84 square miles of territory and a population of 23,727 residents according to the 2000 Census.

The actual growth rate in Laguna Beach has fluctuated over the years, with an annual increase of 12.5% between 1930 and 1940, 4.9% between 1940 and 1950, and 3.9% between 1950 and 1960. The annual increase between 1970 and 1980 was 2.3%; between 1980 and 1990, it was 2.9%. Since 1990, the average annual increase in population has slowed to .2%. Table 3-1 provides a summary of population totals since incorporation of the City.

Table 3-1

POPULATION CHARACTERISTICS

Year	Total Population	Percent Increase	Percent Average Annual Increase
1927	1,500		
1930	1,981	32.1	10.6
1940	4,460	125.1	12.5
1950	6,661	49.3	4.9
1960	9,288	39.4	3.9
1970	14,550	56.6	5.6
1980	17,901	23.0	2.3
1990[1]	23,170	29.4	2.6
2000	23,727	2.4	.2

[1]The large population increase that occurred between 1980 and 1990 was largely the result of the annexation of South Laguna (1987) and Laguna Canyon (1989). South Laguna added approximately 4,500 residents and the Laguna Canyon Annexation added approximately 200 residents to the City. Of the 29.4% growth between 1980 and 1990, the annexations of South Laguna and Laguna Canyon contributed close to 90%.

Source: 2000 U.S. Census

Current and Projected Trends

The City's growth will likely continue but at decreasing rates when compared with historical trends because of the diminishing supply of buildable land in the City and the unlikely prospect of annexing substantial areas of land. The majority of vacant land is constrained by steep terrain, access difficulties, and environmental hazards. These constraints may result in greater attention to land recycling or rehabilitation in the older developed areas of the City, such as the downtown

basin and the coastal plain. Some properties that are currently underutilized in terms of zoning density, such as the R-2 lots in North Laguna, may gradually redeveloped to more intensive use. This development trend toward intensification includes not only adding residential units to an underutilized lots but also increasing the size of an existing house. Table 3-2 depicts the estimated growth in Laguna Beach to the year 2020, based upon historical trends, new development potential, redevelopment opportunities, and land use constraints.

Table 3-2

POPULATION AND HOUSING PROJECTIONS

Year	Population	Total Dwelling Units
1990	23,170	12,846
2000	23,727	12,965
2005	23,834	13,030
2010	23,942	13,080
2015	24,049	13,130
2020	24,157	13,180

Source: City of Laguna Beach Department of Community Development, Cal State Fullerton Center for Demographic Studies, 1990 and 2000 U.S. Census

The City's population is influenced by the influx of seasonal residents and visitors during the summer months, non-summer weekends and holidays. It is estimated that the resident population increases to approximately 45,000 and that the daily influx of visitors is between 25,000 and 35,000 people during July and August. During the past decade, the number of visitors during non-summer weekends and holidays has increased. The large seasonal concentration of both residents and daily visitors impacts City services and the demand on existing and planned infrastructure systems.

Age and Income Profile

The social and economic characteristics of the City's residents have gradually changed over the years. Table 3-3 shows the age distribution of the community from 1980 to 2000. Several trends can be derived from the information contained in this table. Although the largest segment of the City's population remains the age group 25-44, this age group has declined from 50% of the population to 37% in 2000. At the same time, the older adult population (age group 45-64) has increased from approximately 20% of the population to 34% in 2000. Both the oldest age group (65 and over) and the youngest (17 and under) have stayed fairly consistent at approximately 13% and 15% of the population, respectively.

The biggest rate of change occurred with the age group 55-64 with a 49.6% increase in

population between 1990 and 2000. Not surprisingly, the population in Laguna Beach, as in many other communities, is aging.

Table 3-3

AGE DISTRIBUTION AND COMPARISON

	1980	% of Total	1990	% of Total	2000	% of Total	% Change 1990-2000
Under 5	638	3.6	921	4.0	992	4.2	+7.7
5 – 17	2,332	13.0	2,179	9.4	2,681	11.3	+23.0
18 – 24	1,902	10.6	1,722	7.4	1,069	4.5	-37.9
25 – 44	7,012	39.2	9,233	39.9	7,796	32.9	-15.6
45 – 54	1,868	10.4	3,723	16.1	4,802	20.2	+29.0
55 – 64	1,720	9.6	2,166	9.3	3,241	13.7	+49.6
65 & over	2,429	13.6	3,226	13.9	3,146	13.3	-2.5

Source: 1980, 1990, and 2000 U.S. Census

The 2000 U.S. Census reported a substantial rise (44%) in family median income in Laguna Beach in the previous decade, increasing from $70,219 in 1989 to $100,778 in 1999. At the same time, the median family income for Orange County rose 26%. Table 3-4 shows the historical trend in income for the City, demonstrating that Laguna Beach has evolved from a bohemian and artists' enclave in 1969 to a very high-income city by 1999. In 1969, the Laguna Beach median family income was one-third of the County's, yet by 1999, the median family income in Laguna Beach was 55% higher than the County's figure.

Table 3-4

MEDIAN FAMILY INCOME

	1969	1979	1989	1999
Laguna Beach	$12,800	$30,325	$70,219	$100,778
Orange County	$38,516	$25,919	$51,167	$ 64,611

Source: 2000 U.S. Census and U.S. Census archives

While the median income for all Laguna Beach households is higher than the County median, Table 3-5 shows that not all households in Laguna Beach are equal. Nonfamily households and single/unmarried female householders represent median income levels that are approximately 50% of the married-couple families' median income.

Table 3-5

MEDIAN INCOME BY HOUSEHOLD TYPE, 2000

	Nonfamily	Married-Couple Families	Female Householder, No Husband Present	Household
Laguna Beach	$56,325	$100,778	$48,304	$75,808
Orange County	$40,152	$ 72,878	$37,883	$58,820

Source: 2000 U.S. Census

ECONOMIC CHARACTERISTICS

This section is an overview of the City's economy and its pattern of revenues and expenditures. It is included in the Land Use Element because the City's designation of land uses can strongly influence its economic growth and viability by determining the amount of land that can be devoted to a particular use. Land use designations should encourage local business activity and employment opportunities while achieving community objectives of providing homes, open space, and recreation. Land uses that require significant expenditures for City services must be carefully evaluated in light of expected revenues while planned amenities must be tied to future sources of income.

Section 4: Economic Characteristics

Employment and Business

As indicated in Table 4-1, the total number of estimated employees, for all business establishments in the City increased from 9,017 in 2003 to 12,709 in 2008. Visitor-serving businesses made a substantial contribution to the employment of wage-earners in Laguna Beach. As evidenced by the figures in Table 4-1, the "Hotels and Lodging" industry provided 1,626 jobs and "Eating and Drinking" establishments provided 1,608 jobs, which made up over 25 percent of all employment in the City. "Health Services" represented 8.5 percent of the workforce, providing 1,085 jobs, and the "Government" sector maintained 7.5 percent of the workforce, providing 953 jobs.

As indicated in Table 4-2, the estimated number of businesses in the City in 2008 was 2,122. The "Service" sector included 957 businesses (45.1%), the category of "Other Services" 621 businesses (23.9%), and "Health Services" 134 businesses (6.3%). The "Retail Trade" sector included 532 businesses (25.1%). From the information presented in Tables 4-1 and 4-2, it appears that businesses in both the "Service" and "Retail Trade" sectors tend to be fairly small. The "Service" sector employs an average of 6.8 people per establishment and the "Retail Trade" sector an average of 5.9 people per establishment.

City Revenues and Expenditures

An important aspect of the City's economy is its revenue sources and expenditures. A review of the City's total revenues for the past five fiscal years indicates a 55.52% increase in revenues between 2003 and 2007 (Table 4-3). However, overall revenues have increased at a variable rate during that time period. From 2004 to 2005 revenues increased by 17%, and from 2005 to 2006 revenues increased by 8%.

Property taxes in Laguna Beach represent the largest percentage of the City's total revenue, ranging from 35% of 2003 revenues to 37% of 2007 revenues. Revenue from the sales tax and the transient occupancy tax (TOT) made up approximately 23% of revenues over the five-year period from 2003-2007. Charges for services, which include planning and building fees, contributed approximately 13% of annual revenues. Parking meters and lots and parking permits contributed approximately 8% of total revenues, while investments and rental revenue contributed approximately 4% of revenues during the same five-year period.

The City's revenues are directly related to its expenditures. These expenditures are divided into six basic categories: general government, community development, public safety, public works, recreation and social services, and capital expenditures. The expenditures listed in Table 4-4 reflect balancing of revenues and City needs between 2003 and 2007. A review of the expenditures for this time period indicates that the greatest percentage of expenditures occurred in the categories of public safety and public works. The combined total of these two categories represented 62% to 68% of the total expenditures for each of the five years.

Table 4-1

EMPLOYMENT BY INDUSTRY IN LAGUNA BEACH

	2003		2008	
	Employees		Employees	
Industry (SIC Codes)	Number	Percent	Number	Percent
Agriculture & Mining	196	2.2	236	1.9
Construction	207	2.3	338	2.7
Manufacturing	460	5.1	113	0.9
Transportation	160	1.8	98	0.8
Communication	6	0.1	13	0.1
Electric, Gas Water, Sanitary Services	79	0.9	77	0.6
Wholesale Trade	123	1.4	156	1.2
Retail Trade Summary	3,292	36.5	3,145	24.7
Home Improvement	75	0.8	70	0.6
General Merchandise Stores	0	0.0	4	0.0
Food Stores	358	4.0	339	2.7
Auto Dealers, Gas Stations	107	1.2	62	0.5
Apparel & Accessory Stores	196	2.2	250	2.0
Furniture & Home Furnishings	120	1.3	118	0.9
Eating & Drinking Places	1,812	20.1	1,608	12.7
Miscellaneous Retail	624	6.9	694	5.5
Finance, Insurance, Real Estate Summary	374	4.1	990	7.8
Banks, Saving & Lending Institutions	182	2.0	244	1.9
Securities Brokers	94	1.0	72	0.6
Insurance Carriers & Agents	9	0.1	42	0.3
Real Estate, Holding, Other Investment Offices	88	1.0	632	5.0
Services Summary	3,521	39.0	6,571	51.7
Hotels & Lodging	823	9.1	1,626	12.8
Automotive Services	52	0.6	70	0.6
Motion Pictures & Amusements	127	1.4	241	1.9
Health Services	587	6.5	1,085	8.5
Legal Services	4	0.0	118	0.9
Education Institutions & Libraries	348	3.9	550	4.3
Other Services	1,581	17.5	2,881	22.7
Government	438	4.9	953	7.5
Other	161	1.8	19	0.1
TOTALS	9,017	100.0	12,709	100.0

Source: Business data provided by Info USA; ESRI forecasts for 2003 and 2008

Table 4-2

INDUSTRIES/BUSINESSES LOCATED IN LAGUNA BEACH

Industry (SIC Codes)	2003 Businesses Number	2003 Businesses Percent	2008 Businesses Number	2008 Businesses Percent
Agriculture & Mining	39	2.5	49	2.3
Construction	80	5.2	124	5.8
Manufacturing	47	3.1	46	2.2
Transportation	23	1.5	33	1.6
Communication	5	0.3	3	0.1
Electric, Gas Water, Sanitary Services	3	0.2	2	0.1
Wholesale Trade	54	3.5	51	2.4
Retail Trade Summary	529	34.6	532	25.1
Home Improvement	12	0.8	18	0.8
General Merchandise Stores	0	0.0	1	0.0
Food Stores	29	1.9	32	1.5
Auto Dealers, Gas Stations	11	0.7	10	0.5
Apparel & Accessory Stores	74	4.8	90	4.2
Furniture & Home Furnishings	54	3.5	44	2.1
Eating & Drinking Places	109	7.1	106	5.0
Miscellaneous Retail	239	15.6	231	10.9
Finance, Insurance, Real Estate Summary	96	6.3	231	10.9
Banks, Saving & Lending Institutions	32	2.1	45	2.1
Securities Brokers	25	1.6	34	1.6
Insurance Carriers & Agents	3	0.2	33	1.6
Real Estate, Holding, Other Investment Offices	36	2.4	119	5.6
Services Summary	588	38.4	957	45.1
Hotels & Lodging	29	1.9	32	1.5
Automotive Services	21	1.4	27	1.3
Motion Pictures & Amusements	41	2.7	56	2.6
Health Services	27	1.8	134	6.3
Legal Services	3	0.2	57	2.7
Education Institutions & Libraries	20	1.3	30	1.4
Other Services	446	29.2	621	29.3
Government	16	1.0	18	0.8
Other	52	3.4	76	3.6
TOTALS	1,530	100.0	2,122	100.0

Source: Business data provided by Info USA; ESRI forecasts for 2003 and 2008

Table 4-3

REVENUE SOURCES: FISCAL YEARS 2002-2003 AND 2006-2007

	FY 2002-2003		FY 2006-2007	
Revenue Source	% of Total	Dollar Amount	% of Total	Dollar Amount
Property Tax	35	12,665,958	37	21,243,729
Sales & Use Tax	10	3,714,299	8	4,694,534
Transient Lodging Tax	10	3,694,379	15	8,661,017
Other	5	1,965,310	4	2,542,336
License & Permits	2	882,545	2	1,096,008
Fines & Penalties	3	1,165,273	3	1,456,680
Investment & Rental	4	1,353,653	3	1,981,182
Intergovernmental	5	1,760,799	4	2,555,937
Charges for Services	13	4,840,719	12	6,835,564
Parking Meters, Lots & Permits	9	3,449,024	8	4,334,250
Development Tax	2	627,812	0	276,472
Other Revenues	1	515,481	2	1,298,003
Total	100	36,635,252	100	56,975,712

Table 4-4

EXPENDITURES: FISCAL YEARS 2002-2003 AND 2006-2007

	FY 2002-2003		FY 2006-2007	
Expenditure Category	% of Total	Dollar Amount	% of Total	Dollar Amount
General Government	6	2,881,158	7	4,021,299
Community Development	5	2,283,465	5	3,041,255
Public Safety	34	15,646,840	39	21,885,359
Public Works	18	8,263,505	16	8,939,442
Recreation & Social Services	6	2,836,333	7	3,762,243
Capital	31	14,445,317	25	14,067,572
Debt Service	0	-		-
Total Expenditures	100	46,356,618	100	55,717,170

Source: City Records, Comprehensive Annual Financial Reports - General Fund

EXISTING LAND USE

The uses to which land is already committed influence the future use of vacant or underdeveloped land. This section of the Land Use Element identifies the development pattern that now exists, projects future trends of land use based on current regulations and establishes the framework for actions to control and direct new growth in favor of the community's interest.

Section 5: Existing Land Use

The City of Laguna Beach is situated on a spectacular stretch of Pacific coastline, has an area of 8.84 square miles. It includes that that is zoned for residential, commercial, light industrial, institutional, recreational, open space, agriculture-recreation, and public lands uses. Open space, recreational, and environmentally sensitive lands make up approximately 59% of the total area. Residential land use makes up 35%, commercial uses approximately 4%, and industrial and institutional are 1% each of the developed land within the City boundaries. The following summarizes the historical perspective and existing conditions from which issues can be identified and polices implemented to guide future development of the City.

Residential Development

Historical Perspective. The majority of early subdivision activity within Laguna Beach occurred between 1887 and 1925. Generally, these first subdivisions encompassed the central portion of the City, the flatter coastal plain region and later extended to the southern and northern sections of town. Eventually development activity spread to less compatible terrain along the hillsides of the community. Several early subdivisions were recorded with the County of Los Angeles prior to incorporation of these lands into either Orange County or the City of Laguna Beach.

As a result of the less restrictive subdivision requirements in effect during these early years, a number of developmental problems were created, many of which still exist today. Examples can be found in the Arch Beach Heights and Diamond/Crestview subdivisions, which have substandard lots, access constraints, and environmental hazards. Many the undeveloped lots remain unbuildable because they do not meet the building site criteria and conflict with the developmental standards and policies, adopted to protect community members and environmentally sensitive lands.

The first residential development occurred in the downtown basin and along the bluffs above Main Beach Park, where relatively level land was accessible from existing roads. Most of the early residential development was intended for part-time seasonal use during the summer or weekend retreats. As the City gained distinction as an art colony, housing was constructed in a number of secluded areas removed from the main activity of the town. Many homes built in the southern end of the City were originally intended as beach cottages for seasonal occupancy; however, North Laguna attracted more year-round residents because of more favorable access and proximity to the developing community center.

Existing Conditions. Laguna Beach is rapidly approaching build-out, with limited opportunities for development. The majority of new residential development between 1990 and 2004 has been infill development, primarily in the Diamond-Crestview Specific Plan area. According to the U.S. Census, the City's housing stock consisted of 12,846 units in 1990 and 12,965 units in 2000. The 119 housing-unit increase during that decade represents only a .93% increase in the City's housing stock, indicative of the build-out situation.

Future Growth Potential. Historically, residential development in the City has been guided by the physical conditions of property such as slope and topography. Since the majority of the property most physically conducive to development has already been subdivided and developed. Development of remaining vacant lands is less feasible because of physical constraints such as

geologic hazards and/or environmentally sensitive conditions.

Future residential development in the City will be derived from vacant legal parcels, the redevelopment of underutilized residential land to more intensive residential uses, or the redevelopment of commercially zoned properties to mixed use projects that include residential units. This development will affect the supply and demand for housing, impose an additional burden on the City's infrastructure and services, and inevitably change the physical character of the community by increasing population.

The development possibilities by zone are as follows:

The R-1 Residential Low Density Zone offers limited opportunities for the development of new housing. Review of 2008 aerial maps and subsequent building permits indicated that only 94 of 5,431 building sites remain undeveloped as of July 2008. Some of the undeveloped lots have been combined with adjacent building sites to expand the yard areas; however, those lots may be developed as separate building sites in the future.

An opportunity to increase the City's housing stock in the R-1 Zone is the development of Second Residential Units. Second residential units are subject to a minimum lot size of 9,000 square feet, the provision of additional parking, and compliance with other zoning standards. Potential development of second residential units is not easy to quantify because such development typically depends on the needs of the owners (i.e., occupancy by aging or other family members). However, second residential units are not limited to occupancy by family members. They may be rented to tenants and they provide a much-needed opportunity for lower-cost rental housing.

The following zones and specific plan areas are comparable to, and incorporate some of the standards of the R-1 Zone. The total number of building sites and number of unimproved building sites referenced in each of the zones is based on the review of Citywide 2008 aerial maps and building permit records.

The Arch Beach Heights Specific Plan (ABHSP) was adopted in 1974 to provide guidelines that address the constraints of the area, some of which include very narrow lots, typically 25 feet by 100 feet the related deficiency of on-street parking in the neighborhood, very steep topographic conditions, and environmentally sensitive areas. Because of topographic conditions that limit safe access and the presence of high value-habitat in much of the area, most of the unimproved lots that are not building sites are unlikely to be developed in the future. Approximately 26 of 795 building sites in the ABHSP area were unimproved as of July 2008.

Adopted in 1992, to protect the unique physical characteristics and circumstances of the area, the Diamond-Crestview Specific Plan (DCSP), provides zoning standards for the development of single-family residences. Approximately 47 of the 161 building sites remained unimproved as of July 2008.

The Lagunita Zone, formerly zoned R-1, was adopted in 2003 to establish specific standards to preserve ocean views and privacy that could potentially be impacted by redevelopment pressures in the Lagunita neighborhood. The majority of the 65-lot Lagunita neighborhood was developed in the 1950s and 1960s and is essentially built-out. Approximately two building sites remained unimproved as of July 2008.

The Sarah Thurston Park Specific Plan (STPSP) was adopted in 1983 to preserve the neighborhood character, preserve housing opportunities for the lower-income population in the neighborhood, and encourage private investment in neighborhood revitalization. According to the Specific Plan, the neighborhood includes 28 single-family residences, three structures with a total of seven apartments, three duplexes, one multifamily residence with a total of three units, and 27 mobile homes, for a total of 68 residences. Approximately 8 building sites remained undeveloped as of July 2008.

The Three Arch Bay Zone (TAB) was adopted in 1989 to maintain, enhance, and promote the unique character of the neighborhood, which was developed in the 1950s and 1960s. The TAB Zone is predominantly built-out, except for the development of approximately 13 new residences on unimproved building sites.

In 1999, the City adopted the Treasure Island Specific Plan (TISP) for the redevelopment of the Treasure Island Mobile Home Park. It established a shoreline protection program and development standards for a hotel and resort. The Plan established development standards for 14 single-family residences and 14 condominiums. The TISP is built-out except for the development of seven single-family residences.

In 1989, the Village Community Zone (VC) was adopted to preserve the neighborhood characteristics of the South Laguna Village. Development standards were established specifically for smaller-lot development. Approximately 12 lots remain undeveloped.

In 1995, the City established the Residential Hillside Protection Zone (R/HP). This zone promotes development sensitive to the environmental constraints of the land, including unique landforms, scenic hillsides, sensitive biological habitat, and conservation of existing natural open-space lands. Many undeveloped lots in the R/HP Zone are large building sites or non-building sites. Of the 71 building sites in the R/HP Zone, eight are currently unimproved. Depending upon compliance with the R/HP development standards, including property sizes and slope conditions, there may be an opportunity for some of these lots to be subdivided in the future to create additional building sites. Second Residential Units are also allowed in the R/HP Zone. All eight building sites in the R/HP Zone meet the current minimum lot size of 9,000 square feet for the potential development of second residential units.

The R-2 Residential Medium Density Zone has 1,053 building sites. The four remaining vacant R-2-zoned lots in the City could yield a total of eight residences. A large percentage of the 720 lots that are 4,000 square feet or more are currently underutilized, supporting just one unit. Maximum potential development could provide up to 1,440 units on lots of 4,000 square feet or more and 333 single-family residences on lots under 4,000 square feet, for a total of 1,773 residential units within the R-2 Zone.

The R-3 Residential High Density Zone has 504 building sites. Because only two vacant building sites are currently zoned R-3, the majority of new residential units in the R-3 Zone could result from expanding development opportunities on existing underutilized lots. Using the density standard of one unit for every 2,000 square feet, a total of three units could be developed on the three remaining building sites. As discussed in the Housing Element, the limited supply of land and the high desirability of Laguna Beach has increased the demand for single-family residences. Because of such pressures over the past decade, the City has experienced an increase

in the conversion of two-family and multifamily units to single-family residences. Potential impacts related to the decrease in the rental housing stock have led to the adoption of housing policies to protect the limited quantity of available rental housing.

In 1989, the City adopted the MH Mobile Home Zone to provide low- or moderate-income housing opportunities. Only one area of the City, Laguna Terrace Park is zoned MH and has 158 mobile home spaces.

The Municipal Code permits limited residential development opportunities in the following commercial zones.

The C-1 Local Business District conditionally permits residential units as part of a commercial development at a density of one unit per 2,000 square feet of lot area, provided that the residential use does not exceed 50% of the gross floor area of the structure and is located above the ground floor.

The C-N Commercial-Neighborhood Zone conditionally permits residential units as an integral part of commercial development, provided that the residential use is limited to no more than 50% of the gross floor area and there is at least 2,000 square feet of lot area for each dwelling.

The DSP Downtown Specific Plan allows residential development in most districts in conjunction with commercial development. The CBD Office Zone of the DSP provides limited opportunities for residential development. The DSP CBD-Multiple-Family Residential District allows residential development subject to the standards of the R-3 Zone. Multifamily residential uses in the CBD include a 15-unit low-income senior citizen development on Broadway, a 25-unit median-income condominium development at the southwest corner of Third and Mermaid, a 24-unit apartment development for very-low-income disabled persons, and a very-low-income development of 27 studio apartments on Glenneyre Street.

The LBP Local Business-Professional Zone allows residential units at a ratio of one unit per 2,000 square feet of gross floor area. The allowable number of units is reduced by one unit for each 1,000 square feet of commercial floor area.

The SLV South Laguna Village Commercial Zone conditionally permits residential uses as an integral part of commercial development limited to no more than 50% of the gross floor area. All commercial zones in the City conditionally permit artists' joint living and working units. The M-1A Light Industrial Zone conditionally permits artists' joint living and working units. However, other residential uses are prohibited because of the potential incompatibility of land uses.

In conclusion, approximately 200 new residential units could be constructed in the City without additional subdivision approvals. This figure does not represent the maximum developmental potential, because it does not include commercial/residential mixed-use projects, artists' live/work units, second residential units, subdivisions, and redevelopment of underutilized property.

Commercial Development

Downtown Specific Plan - Central Business District. The Laguna Beach Central Business District (CBD), located in the Downtown Specific Plan area, emerged as the City's first

community focal point. Today, this area represents the commercial as well as the physical, economic, and social center of the community. The CBD encompasses some 48 acres of land situated in the downtown basin of the community, generally delineated by Pacific Coast Highway on the south, Cliff Drive to the west, Laguna Canyon Road to the northwest, Loma Terrace to the north, and Legion Street to the east. Existing land use is characterized by a broad range of civic and art-related uses and commercial-related services, including visitor-serving uses such as restaurants, art galleries, and custom boutiques and local retail establishments catering to the needs of the resident population. In addition, the CBD supports an increasing number of office/professional uses and financial buildings. The heterogeneous pattern of land use in the Central Business District has attracted a rich diversity of people and community interests to this area, adding to the vitality and ambiance of this important center of the City.

Commercial Facilities. Laguna Beach offers a considerable number of commercial facilities, which have developed along a linear pattern dictated in large part by proximity to the Pacific Ocean and accessibility from Pacific Coast Highway. The majority of these facilities are interspersed along the length of that roadway, with the largest concentration of commercial uses being located in Central and North Laguna. Much of the property situated adjacent to Coast Highway is currently zoned and utilized for commercial facilities.

The City's reputation as a popular coastal-resort community has influenced the nature of commercial services, producing an excellent variety of both resident- and visitor-serving businesses. Many of these businesses feature tourist-oriented services such as restaurants, antique shops, art galleries, custom jewelry stores, and specialty shops. Additionally, there are 34 motel/hotel and bed-and-breakfast facilities, totaling 1,479 rooms as of July 2008.

A shortage of suitable vacant land limits development for additional visitor-serving facilities. Because of the size and configuration of the property, topographic constraints, and access problems these have limited potential for visitor-serving uses. These limitations reinforce the need to preserve the existing supply of such facilities. The stock of commercial facilities may also be expanded by rehabilitating and/or converting older nonconforming residential structures and dilapidated commercial buildings to modern visitor-serving facilities.

Neighborhood Commercial Facilities. Traditionally, resident shopping needs have been interspersed with visitor-serving facilities and other miscellaneous land uses, creating problems of access and convenience and land use inefficiencies, with residents and visitors competing for limited parking opportunities. Although the City lacks sufficient vacant commercial land to centralize or integrate these services, the Downtown Specific Plan establishes policies to locate services and retail opportunities for residents in the CBD Resident-Serving District.

In recent years, however, several small-scale neighborhood-oriented commercial areas have emerged. An example of this is the gradual transition in certain areas of the City, such as Glenneyre Street, where many small neighborhood businesses and professional offices have appeared. Historically, this area supported a mixture of single-family and multifamily development, but with increasing traffic and noise on Glenneyre Street and its direct and convenient proximity to surrounding residential development, many residences have been converted to business establishments.

This evolution has been supported by changes in zoning from residential to commercial use, such as the Local Business-Professional Zone. Other sections of the City have also experienced a

gradual transition, including the northern portion of the Central Business District and several blocks along North Coast Highway.

Mixed Commercial and Residential Uses. Laguna Beach has traditionally maintained a high percentage of specialty shops, particularly arts and crafts related. These shops are interspersed among the City's commercial zones, and some are attached to small studio apartments or other living quarters, where the shop owner or caretaker resides. The integration of residential and commercial uses provides a cost-efficient lifestyle and promotes the vitality of the City's commercial areas by encouraging a more active streetscape after normal working hours. Housing located within commercial developments has also proven attractive to senior citizens because of reduced housing costs and proximity to needed commercial services. In order to preserve relatively lower-cost housing opportunities in commercial zones, the City has adopted a General Plan policy to preserve housing in mixed-used developments.

Industrial Development

The industrial section of the City is confined to Laguna Canyon, where approximately 65 acres of land is zoned for light industrial and limited commercial activities. Industrial uses are generally light in nature, in keeping with the scale and intensity of development elsewhere in the community. This area of the City includes many nonconforming residential and commercial uses that were established prior to the industrial zoning. Consequently, some conflicts in land use persist today. Industrial uses include an assortment of activities such as auto repair garages, food processing and packaging, electronics, and art studios. The architectural and aesthetic appearance of new development along Laguna Canyon is particularly important, given its proximity to the Central Business District and the entrance to the community.

Public Recreational Lands

The City has a considerable diversity of public recreational opportunities for both visitors and residents. Although many facilities are shared between these user groups, certain recreational facilities are more popular with the tourist population, such as oceanfront parks and beaches. The City currently has 29 oceanfront parks and viewing areas totaling approximately 24.7 acres. The oceanfront parks include Main Beach Park (2.64 acres), Heisler Park (11.02 acres), Crescent Bay Park (0.80 acres), and Treasure Island Park (5.5 acres). Aliso Beach, which is under the jurisdiction of the County of Orange, provides 28 acres of coastline recreation to Laguna Beach residents and visitors. In addition, the City's 6.2 miles of coastline provide excellent beach recreational opportunities, with public access to approximately 82 acres of sandy beach, including the 7.2 acre beach at Treasure Island and Aliso Beach. These areas, combined with the City's oceanfront parks, provide approximately 106.7 acres of recreational opportunities to visitors and residents alike.

Community recreational needs are further supplemented by 13 neighborhood parks, totaling 11.3 acres, and 25 acres of outdoor recreational facilities provided by the Laguna Beach Unified School District. Combined with public beaches, total public recreational acreage in Laguna Beach is approximately 143 acres. Collectively, these recreational facilities represent a park-to-population ratio of 6 acres/1,000 population.

Recreational opportunities in Laguna Beach have traditionally played a significant regional role. The demand for these facilities, however, has been supplemented by the development of large-

scale regional parks in areas surrounding the community.

In the immediate vicinity of the City of Laguna Beach there are approximately 30,000 acres of State and County parks, recreation areas and open space, a portion of which is still proposed for acquisition. These areas provide various recreational opportunities, including picnicking, hiking, camping, and bicycle and horseback riding. Northwest of the City is Crystal Cove State Park, which includes 2,791 oceanfront and canyon acres. A portion of the 2,650 acres between the State park and the Laguna Beach City boundary has been dedicated to the County as Laguna Coast Wilderness Park, while another portion is proposed to be acquired and managed by the County of Orange and kept as permanent open space. The area to the northeast of the dedication land, which includes Laguna Laurel Ecological Reserve and the James Dilley Preserve, has been designated by the County as a portion of the Laguna Coast Wilderness Park. This park provides a 600+- acre link between the open spaces to the west and east. Southeast of the Laguna Coast Wilderness Park are 3,616 acres, some of which have been dedicated and some proposed as recreation/open space in the Aliso and Wood Canyons Wilderness Park.

LAND USE CATEGORIES

This section establishes the land use categories that will guide the future development of the City. The categories describe the principal use, orientation, and intensity of development; their distribution throughout the community is shown on the Land Use Plan Map that is available on the City's website and at City Hall.

Section 6: Land Use Plan Map

Description and Interpretation

The California Government Code stipulates that City general plans must include "a diagram or diagrams and text setting forth their objectives, principles, standards and plan proposals." The diagram, in this case, is the Land Use Plan Map contained in this document, which graphically illustrates the general location and distribution of land use. The map also establishes general standards for population density and building intensity in each of the land use categories.

The Land Use Plan Map illustrates land use in a generalized fashion because it is designed as a long-term statement of broad public policy. For example, the categories do not reflect specific parcel boundaries or land ownership as zoning maps do. Consequently, category boundary lines may cross parcel lines, and the particular application of such boundary lines will sometimes require judgment and interpretation by decision-makers.

Land Use Categories

The land use categories described below and illustrated on the Land Use Plan Map depict the location and distribution of future growth and development in the City. These categories establish the broad foundation for all land use planning in the community, as well as the framework for future zoning. The uses denoted for each category are not necessarily intended to be all-inclusive but rather serve to represent the general orientation of land use for each category.

Residential/Hillside Protection. This category is intended to promote a balanced management program focusing on the preservation of open-space lands and environmentally sensitive areas, while allowing for limited residential development. The area encompassed by this category includes the City's remaining unsubdivided vacant hillside lands, totaling approximately 1,065 acres.

The parameters for hillside development in the community are based upon slope/density relationships. Slope conditions have proven to be a decisive factor in the development capability of the City's hillside lands, affecting road accessibility and grading requirements, slope stability and soil erosion, and quantities of water runoff. Guidelines for the density of development are provided by the following matrix:

Slope	Density
0 –10%	3.0 Units/Acre
10+ – 15%	2.5 Units/Acre
15+ - 20%	2.0 Units/Acre
20+ - 25%	1.5 Units/Acre
25+ - 30%	1.0 Units/Acre
30+ -35%	0.5 Units/Acre
35+ - 40%	0.2 Units/Acre
40+ - 45%	0.1 Units/Acre
45+%	0 Units/Acre

Although slope characteristics perform an important function in hillside development, other factors must also be examined in conjunction with new development, including infrastructure capacities, environmental hazards, preservation of environmental goals, and public service costs. For this reason, emphasis must be placed on the fact that these provisions represent the maximum allowable building density for a given property or maximum yield of housing units. The actual number of housing units may be significantly lower than that designated by the above provisions because of localized conditions identified during the site-specific planning process.

The actual development capability of hillside lands is therefore established by analysis of physical constraints and implementation of natural resource protection policies and ordinance requirements. This procedure enables the City to regulate the location and density of hillside development while protecting environmentally sensitive areas and open-space lands in accordance with General Plan policies and local ordinance requirements.

Village Low Density. These lands provide for single-family residential development at urban densities in areas that are predominantly developed and support existing detached single-family residences. This classification is intended to provide a quiet living environment free from rooming and boarding houses and commercial and industrial activities. Building density ranges from 1 to 7 dwelling units per acre and limits development to one house per parcel.

Village Medium-Low Density. This classification is intended for detached single-family residential uses in areas that are already developed and support existing homes. This district is intended to provide a residential living environment that is adjacent to local services and businesses. Mobile home parks are also permitted in this district. Building density ranges from 1 to 10 dwelling units per acre.

Village Medium Density. These lands are situated within the existing urban fabric of the City and frequently function as transition or buffer areas between the City's commercial corridor and low-density single-family neighborhoods. Detached single-family residences, 2-unit condominiums, and duplex structures are permissible uses, subject to compliance with applicable property development standards. Building density ranges from 1 to 22 dwelling units per acre.

Village High Density. This classification is intended for high-density residential use. The permitted number of housing units will vary, depending on lot size and surrounding land use, proximity to major streets and public transit, environmental constraints, and the availability of public services and facilities. High-density urban residential uses are permitted, including condominiums, multiple family structures, rest homes and lodges. Building density ranges from 1 to 22 dwelling units per acre.

Affordable housing projects are also permissible at densities above the standards of this category, subject to the City approving an affordable housing plan, consisting of the following minimum provisions:

1. Housing units shall be made exclusively available to households earning 120% or less of the County median income.
2. Housing units shall be offered for sale or rent at affordable levels as defined below:

a. Selling price shall be equal to or less than an amount that produces a monthly payment (including principal, interest, taxes, insurance and homeowner's association dues) that is no more than 30% of the monthly household income.

b. Monthly rent paid by the tenant shall not exceed 30% of monthly household income.

3. Provision shall be made to ensure continued housing affordability for a minimum duration of 50 years after completion of the project.

4. The maximum permissible density for affordable housing projects shall be un-prescribed but should take into account on-site constraints, infrastructure capabilities, and design and aesthetic factors.

Local Business/Professional. This category allows a mixture of limited commercial development and office-professional uses to serve the needs of the resident population. Local retail uses are allowed, as are office-professional uses that cater to the needs of the community. Residential development is also considered a permissible use. Mixed-use developments combining residential and commercial/professional uses are also permitted. Residential uses are encouraged with commercial uses requiring a conditional use permit.

Commercial/Tourist Corridor. The principal permitted uses of this category are visitor-serving facilities such as hotels, motels, restaurants, theaters, museums, specialty shops, and beach-related retail uses. Other non-visitor-serving facilities (including service and residential uses) are also permitted, subject to a conditional use permit. Non-visitor-serving uses shall not exceed 50 % of the gross floor area of the entire structure and shall be located above the ground floor level.

Central Business District. The CBD represents the commercial as well as physical, economic, and social center of the community. In keeping with the diversity of land use within the CBD, a broad range of commercial uses is permitted in this category. These uses may include financial institutions and government buildings, tourist-related businesses such as specialty shops, theaters, restaurants, retail clothing stores, drug stores, and professional offices. Visitor-serving and residential uses shall be conditional uses. However, in the area designated CBD seaward of Pacific Coast Highway, visitor-serving uses shall be the principal uses. All other uses of the CBD shall be conditional uses in this location.

Industrial. This category refers to the industrial or manufacturing base of the City and allows a mixture of light and heavy industrial uses as defined in the Municipal Code. Residential uses are prohibited, except for "artists-in-residence" activities.

Public/Institutional. This category refers to the community's public and educational facilities. These facilities include government buildings and public facilities, public festivals, public and private schools, libraries, police and fire stations, special needs housing, charitable uses, and recreational uses.

Public Recreation and Parks. Lands designated for public recreation are those owned and maintained by the City, County, or State and developed for active or passive recreational activity. These park facilities are distributed throughout the community, with neighborhood parks principally serving the needs of local residents and oceanfront beach parks performing a more regional function. (Unclassified beaches and tidelands are designated as Public Recreation

and Parks.)

Open Space. This category is intended to preserve land in its natural state for open-space purposes. Lands within this category are typified by special ecological, wildlife, or scientific study potential and are areas of topographical, geological, and historical importance. Passive recreational uses such as walking and hiking are encouraged in appropriate areas. Additional low-impact passive uses may be permitted, subject to a conditional use permit, where the City Council finds that those uses will not conflict with the open-space uses described above and will not have a significant effect on the environment. Compatible support facilities may also be allowed subject to a conditional use permit.

Permanent Open Space. This category of land uses is intended to protect and preserve publicly owned open-space lands of ecological, scenic, cultural, and/or scientific value so that such lands remain a permanent community resource. Lands designated Permanent Open Space must be zoned as either "Open Space/Conservation" or "Open Space/Passive." Uses permitted on lands within this General Plan land use designation are greenbelts, watershed areas, wildlife preserves and marine preserves. For those lands zoned Open Space/Passive the following additional uses are allowed: hiking trails, historical preserves, scientific study and vista points. Additional low-impact passive uses may be permitted, subject to a conditional use permit, where the City Council finds that those uses will not conflict with the open-space uses described above and will not have a significant effect on the environment. Any improvements proposed for these lands shall be subject to Planning Commission approval and shall be consistent with design objectives and guidelines adopted by the City to ensure a minimal scenic and environmental impact from any such improvements.

Amendments to Permanent Open Space Provisions

Until December 31, 2028, the text within the "Land Use Categories" paragraph of this Section 6 of the General Plan Land Use Element, entitled "Permanent Open Space," and added to the General Plan by Ordinance No. 1342, may be amended or repealed only by the voters of the City of Laguna Beach in a City election.

Until December 31, 2028, the lands designated "Permanent Open Space" by the Laguna Beach Open Space Initiative adopted in 1998 may be re-designated to another land use category only by the voters of the City of Laguna Beach in a City election.

GOALS, POLICIES, ACTIONS AND IMPLEMENTATION PROGRAM

The first six sections of this element describe the current and projected characteristics of the City and the land use categories that describe the use and intensity of development. These projections raise a number of issues that are addressed by the land use goals and policies established in this section. Additional issues and policies have been included as a result of citizen participation. These policies are of central importance because, in addition to representing the goals and priorities of the community, they function as regulations by which development projects will be measured. Zone changes and subdivision maps, for example, cannot be approved unless they are consistent with the policies in this section. This section also outlines the implementation/action of goals and policies. The City's adoption of the Land Use Element is a commitment to carry out the goals, policies, actions, and implementation program.

Section 7: Goals, Policies, Actions, and Implementation Program

While the policies of the General Plan establish the actions and requirements necessary to direct land use in the City, they must be implemented by detailed measures that collectively form the implementation program. Without these specific implementation measures, the General Plan cannot be effective as a commitment to future action.

The City's Land Use Element includes actions that range from measures necessary to ensure consistency between the City's General Plan and zoning to those required to fulfill the policies in the plan. The actions include an implementation time frame of short-term (1–3 years), medium-term (3–5 years), and long-term (5+ years).

GOAL 1: Create a community that is sustainable, resilient, and regenerative.

***Intent** – The City is committed to meeting its ongoing needs without compromising the ability of future generations to meet their own needs. The City recognizes the magnitude of the threat that climate change poses. The City can move toward sustainability and a reduction of greenhouse gas emissions by the way it manages land development and building construction, conserves habitats and natural resources, provides efficient transportation and mobility systems, and develops its infrastructure and public services. Sites should be planned, buildings designed, and infrastructure developed to reduce the consumption of energy, water, and raw materials, generation of waste, and use of toxic and hazardous substances.*

Policy 1.1 Reduce greenhouse gas (GHG) emissions 80% below 1990 levels by 2050 (also refer to Goal 7).

Action 1.1.1 Protect natural assets and open-space areas to maintain their role as "carbon sinks." *(Ongoing implementation – short-to-long-term.)*

Action 1.1.2 Revise and update the Transportation, Circulation, and Growth Management Element and continue to encourage and promote the use of mass transit and other high-occupancy vehicles, bicycling , walking, and telecommuting as a means to reduce the City's greatest local contributor to global warming. *(Short-term implementation.)*

Action 1.1.3 Create a Sustainability/Conservation Element with policies that promote energy and resource efficiency, water efficiency, conservation, recycling, and the protection of ground and surface waters. *(Short-term implementation.)*

Action 1.1.4 Support technology and business practices that enable people to reduce vehicle miles traveled from home to work. These include the use of home office and technology such as wireless communication and video conferencing. *(Ongoing implementation – short-to-long-term.)*

Action 1.1.5 Support State and/or Federal action to implement vehicle emission standards that would reduce greenhouse gas emissions. *(Ongoing implementation – short-to-long-term.)*

Action 1.1.6 Evaluate and consider eliminating or significantly reducing the cost of parking permits for fuel-efficient or alternative-fuel vehicles. *(Medium-term implementation.)*

Action 1.1.7 Make fuel efficiency and clean air important criteria in the acquisition of all city vehicles, including fire engines, buses, trucks, etc., and for non-specialty uses consider instituting a policy of purchasing only highly fuel-efficient or alternative-fuel vehicles. *(Ongoing implementation – short-to-long-term.)*

Action 1.1.8 Continue to offer incentives to businesses that encourage employees to use buses, bikes, and carpools (or vanpools) to commute to work. Facilitate telecommuting and/or allow employees to work extended hours for fewer days per week. *(Ongoing implementation – short-to-long-term.)*

Action 1.1.9 Maintain the existing free trolley/bus service and pursue extension throughout the year. *(Short-term implementation.)*
(Same as Action 8.4.5)

Action 1.1.10 Coordinate with surrounding cities and governmental agencies to maximize the use of public transportation including buses and metro link. *(Ongoing implementation – short-to-long-term.)*
(Same as Action 8.4.1)

Action 1.1.11 Work with the Laguna Beach Unified School District and private schools to promote the use of clean bus or trolley transportation and discourage the use of private vehicles for trips to and from school. *(Ongoing implementation - short-to-long-term implementation.)*
(Same as Action 8.4.4)

Action 1.1.12 Provide public education and information about options for reducing greenhouse gas emissions. *(Short-term implementation.)*

Action 1.1.13 Encourage preservation of historic structures and adaptive reuse of buildings. *(Ongoing implementation – short-to-long-term.)*

Action 1.1.14 Establish a City climate-friendly purchasing procedure. *(Short-term implementation.)*

Action 1.1.15 Evaluate establishing lighting and "dark sky" ordinances *(Medium-term implementation.)*

Policy 1.2 Support design strategies and construction standards that maximize use of alternative energy sources and passive solar architecture in buildings.

Action 1.2.1 Modify building codes and design guidelines to permit, encourage, and/or require integration of passive solar design, green roofs, active solar, and other renewable energy sources and/or provide incentives for development projects that meet or exceed silver LEED certification or better (or equivalent standards, if developed by the State). *(Short-term implementation.)*

Action 1.2.2 Revise or eliminate zoning and development standards that act as a barrier to use of renewable energy systems (except for standards required to assure protection of coastal resources. *(Short-term implementation.)*

Action 1.2.3 Construct and renovate public facilities to demonstrate green building practices and renewable energy systems. *(Ongoing implementation – short-to-long-term.)*

Action 1.2.4 Establish incentives to encourage installation of renewable energy systems by homeowners and businesses including, but not limited to, the installation of energy-rated appliances, programmable thermostats, solar-electric and solar-thermal systems, cool roofs and roofing materials, and sustainable landscaping. *(Short-term implementation.)*

Action 1.2.5 Require, where feasible, all new buildings to be designed and oriented to take maximum advantage of the sun and wind for natural heating and cooling. *(Ongoing implementation – short-to-long-term.)*

Action 1.2.6 Require developers and contractors to take action to minimize greenhouse gas emissions by using low-emission vehicles and equipment. *(Short-term implementation.)*

Action 1.2.7 Ensure that all development projects and major remodels implement sustainable landscaping strategies such as use of low or ultra-low water use plants and non-invasive plants. *(Short-term implementation.)*

Action 1.2.8 Evaluate establishing an air conditioning "carbon offset" fee for all permits. *(Medium-term implementation.)*

Policy 1.3 Support planning and design solutions that reduce water consumption and implement water conservation practices. *(Short-to-medium-term implementation.)*

Action 1.3.1 Continue to equip all city restrooms with low-flow toilets. *(Ongoing implementation – short-to-long-term.)*

Action 1.3.2 Encourage or require the use of xeriscape in new construction and major remodels. *(Ongoing implementation – short-to-long-term.)*

Action 1.3.3 Review existing ordinances to allow/encourage water reuse in public and private construction and remodels. *(Short-to-medium-term implementation.)*

GOAL 2: **Preserve, enhance and respect the unique character and identity of Laguna's residential neighborhoods.**

Intent ***– The residential neighborhoods of Laguna Beach are diverse in housing design and are characterized by a strong neighborhood identity. Styles range from traditional to contemporary, with a majority of neighborhoods being of an eclectic mix. Pressures for development created by Laguna Beach's spectacular coastal and hillside settings and consistently high property values are perceived as creating cumulatively negative aesthetic and other impacts on these unique neighborhoods. In response to such impacts, Goal 2 sets forth policies and actions to preserve, enhance, and respect the character and identity that make Laguna Beach a highly desirable community in which to live through actions such as 1) amending zoning ordinances, including the implementation of long-term anti-mansionization standards; 2) changing the Design Review guidelines and process; 3) encouraging the preservation of historic residences; and 4) strengthening the Landscape and Scenic Highways Resource Document.***

Policy 2.1 Maintain the diversity and uniqueness of individual neighborhoods. Development standards and design review guidelines shall minimize the scale and bulk of new construction and/or renovation and require development to be compatible with the surrounding residences.

Action 2.1.1 Evaluate the adopted building envelope and lot coverage standards and amend as necessary to ensure that the building scale of proposed development is compatible in scale and mass with surrounding residences. Methods to be investigated include, but are not necessarily limited to, a revised building site coverage standard, floor area ratios, volumetrics (cubic feet), plate height limitations (floor-to-ceiling height limits), and maximum residence size. *(Short-to-medium-term implementation.)*

Action 2.1.2 Implement the long-term anti-mansionization policies and standards adopted on September 24, 2002. *(Ongoing implementation – short-to-long-term.)*

Action 2.1.3 Evaluate and, if necessary, reduce the allowable site coverage on lots over 8,000 square feet to ensure compatibility with existing developed building sites in the neighborhoods. *(Short-to-medium-term implementation.)*

Policy 2.2 Encourage the preservation of historically significant residential structures and protect the character-defining components of Laguna Beach's traditional neighborhoods.

Action 2.2.1 Update the City's Historic Resource Inventory. *(Short-term implementation.)*

Action 2.2.2 Receive an annual report from the Heritage Committee regarding preservation issues related to historically significant structures and amend preservation policies and ordinances as necessary to address identified issues. *(Short-to-long-term implementation.) (Same as Action 3.3.1.)*

Action 2.2.3 Adopt incentives to preserve residential structures that contribute to the cultural and/or architectural character and heritage of the community. *(Short-to-medium-term implementation.)*

Policy 2.3 Preserve and enhance the qualities that contribute to the character of the residential community, including quiet neighborhoods, pedestrian use of streets, and appropriate levels of illumination and nighttime activity and seek to mitigate the effects of high-volume thru-traffic.

Action 2.3.1 Continue to evaluate construction-related impacts upon residential neighborhoods through the Design Review process and mitigate such impacts using methods such as, but not necessarily limited to, the adoption of staging plans and noise and dust mitigation. *(Short-to-medium-term implementation.)*

Action 2.3.2 Adopt a lighting ordinance to minimize potential impacts on night views and ambiance. *(Short-to-medium-term implementation.)*

Action 2.3.3 Evaluate the Noise Ordinance periodically to ensure that neighborhood noise impacts, including construction noise, are minimized. *(Ongoing implementation – short-to-long-term.)*

Action 2.3.4 Investigate streetscape improvements, street design, and regulations that will help reduce the speed and negative impacts of traffic on residential streets. *(Short-to-medium-term implementation.)*

Action 2.3.5 Modify the Corridor Progression Traffic Analysis Model thresholds to accurately reflect the unique nature of the City's residential streets. *(Ongoing implementation.)*
(Same as Action 8.2.3)

Policy 2.4 Create specific plans or overlay zones to address design issues related to new construction and remodels in individual neighborhoods where a majority of property owners desire standards that maintain and enhance neighborhood character.

Action 2.4.1 Investigate methods to encourage neighborhoods to establish overlay zones or special development standards to address neighborhood-specific development impacts. *(Short-to-long-term implementation.)*

Policy 2.5 Encourage the use of variable setbacks and building heights and innovative construction techniques, such as green building technology.

Policy 2.6 Require the preservation of significant trees in conjunction with development proposals. The Design Review Board may grant exceptions to this provision when its strict enforcement would deny a property owner reasonable use of his/her property.

Action 2.6.1 Update the City's Landscape and Scenic Highways Resources Document and adopt it as an element of the General Plan. *(Short-term implementation.)*
(Same as Actions 2.8.1 and 3.9.1.)

Policy 2.7 Evaluate the impact of proposed development on hillsides and along ridgelines and require building design, location, and arrangement to avoid continuous and intrusive impacts on hillside view areas and skyline profiles.

Policy 2.8 Require building design and siting to be compatible and integrated with natural topographic features, minimize significant alteration of natural topography and/or other significant onsite resources, and protect public views as specified in the *Design Guidelines* and the *Landscape and Scenic Highways Resource Document.*

Action 2.8.1 Update the City's Landscape and Scenic Highways Resources Document and adopt it as an element of the General Plan. *(Short-term implementation.)*
(Same as Actions 2.6.1 and 3.9.1.)

Action 2.8.2 Establish criteria for placement of new development on the most suitable area of the lot to maximize the preservation of sensitive resources. *(Same as Action 3.10.1)*

Policy 2.9 Require the use of appropriate landscaping, special architectural treatments, and/or siting considerations to protect public views for projects visible from major highways and arterial streets.

Policy 2.10 Maximize the preservation of coastal and canyon views (consistent with the principle of view equity) from existing properties and minimize blockage of existing public and private views. Best efforts should be made to site new development in locations that minimize adverse impacts on views from public locations (e.g., roads, bluff top trails, visitor-serving facilities, etc.).

Action 2.10.1 Discourage the addition of second stories in established neighborhoods where view equity has historically been achieved through one-story construction. *(Short-to-long-term implementation.)*

Action 2.10.2 Ensure that the Design Guidelines sufficiently protect public views. *(Short-to-long-term implementation.)*

GOAL 3: **Preserve, enhance, and respect the unique, small-scale village character and individual identity of Laguna Beach's commercial areas.**

Intent ***– Laguna Beach's commercial areas are predominantly low-scale, which contributes to the pedestrian-oriented street environment. The village charm of Laguna Beach is a character that community members have long worked to preserve and enhance. An example of such a preservation technique is the Downtown Specific Plan, adopted in 1989 to preserve the "village atmosphere." The following policies apply to all commercial areas of the City and encourage compatibility of uses, the creation of small businesses, pedestrian orientation and access, art-related uses, enhanced and appropriate landscaping, and the preservation of historically significant commercial structures.***

Policy 3.1 Promote development that is compatible with the pedestrian-oriented village character of the downtown (e.g., small lot sizes and height limitations).

Action 3.1.1 Consider adopting appropriate incentives for small commercially zoned lots to encourage a continuation of historic development patterns of small buildings on small lots. Examples of such incentives could include relaxed parking and setback standards. *(Medium-term implementation.)*

Policy 3.2 Encourage expansion of the village character, as defined in the Downtown Specific Plan, to other commercial areas of the City.

Action 3.2.1 Consider adopting design standards appropriate for commercial areas outside the downtown. *(Medium-to-long-term implementation.)*
(Same as Action 3.4.1)

Policy 3.3 Encourage the preservation of historically significant buildings and protect the character-defining components of Laguna Beach's commercial neighborhoods.
(Similar to Policy 2.2.)

Action 3.3.1 Receive an annual report from the Heritage Committee regarding preservation issues related to historically significant structures and amend preservation policies and ordinances as necessary to address identified issues. (*Short-to-long-term implementation.)*
(Same as Action 2.2.2)

Action 3.3.2 Develop City incentives to preserve significant/special commercial buildings in Laguna Beach. *(Short-to-medium-term implementation.)*

Action 3.3.3 Consider the establishment of a land trust or other mechanism to purchase historically significant and special commercial structures.

Policy 3.4 Ensure that development standards and design review guidelines result in commercial development that is compatible in scale and design with the surrounding and immediate area, including commercial and residential structures and neighborhoods.

Action 3.4.1 Consider adopting design standards appropriate for commercial areas outside the downtown. *(Medium-to-long-term implementation.)*
(Same as Action 3.2.1.)

Policy 3.5 Promote safe and adequate pedestrian access to and within commercial areas.

Action 3.5.1 Evaluate the adequacy and safety of sidewalks and pedestrian circulation in commercial zones and amend policies and standards as necessary. *(Medium-term implementation.)*

Policy 3.6 Encourage creation of public spaces and sidewalk areas as part of new development and major remodels. *(Ongoing implementation – short-to-long-term.)*

Policy 3.7 Encourage retention and attraction of small businesses throughout the community.

Action 3.7.1 Consider funding of an in-house or contract Economic Development Director position to retain, attract, and create conditions favoring small businesses that contribute to the village character of the downtown and other commercial areas. *(Medium-to-long-term implementation.)*

Action 3.7.2 Evaluate the impact of combining suites in existing buildings on the retention and attraction of small businesses. If necessary, adopt guidelines regulating the practice. *(Short-term implementation.)*

Policy 3.8 Encourage pedestrian access and orientation in all commercial areas.

Policy 3.9 Maintain the landscape guidelines set forth in the City's Landscape and Scenic Highways Resource Document.

Action 3.9.1 Update the City's Landscape and Scenic Highways Resources Document and adopt it as an element of the General Plan. *(Short-term implementation.)*
(Same as Actions 2.6.1 and 2.8.1.)

Policy 3.10 Require building design and siting to be compatible and integrated with natural topographic features, minimize significant alteration of natural topography or other significant on-site resources, and protect public views as specified in the Design Guidelines and Landscape and Scenic Highways Resource Document by maintaining the low-profile character of structures. Require use of appropriate landscaping, special architectural treatments, and siting considerations for projects visible from major highways and arterial streets. Best efforts should be made to site new development in locations that minimize adverse impacts on views from public locations (e.g., roads, bluff-top trails, visitor-serving facilities, etc.).

Action 3.10.1 Establish criteria for placement of new development on the most suitable area of the lot to maximize the preservation of sensitive resources. *(Short-to-medium-term implementation.)*
(Same as Action 2.8.2)

Action 3.10.2 Prepare and adopt guidelines for development and environmental review. *(Short-to-medium-term implementation.)*

GOAL 4: **Recognizing that Laguna Beach is a worldwide visitor destination, enhance the visitor experience while maximizing protection of the community's coastal and other natural resources.**

Intent ***- The increasing number of visitors to Laguna Beach requires the protection of the community's sensitive coastal and other natural resources. The intent of the following policies and actions is to enhance the visitor experience along the coast, while minimizing impacts on Laguna Beach's natural resources. The primary method of implementing this goal is through development of a Coastal Resources Protection Program. Elements of such a program include, but are not necessarily limited to, the following: 1) Potential rezoning of designated areas adjacent to the coast to provide visitor-serving uses that include a mix of commercial uses and public services and facilities. Potential sites would be designated based on their potential to accommodate high levels of visitor traffic with minimal impact on sensitive coastal resources and minimal effects on neighboring land uses. The intent of potential rezoning would be to serve the City's increasing number of beach visitors and enhance coastal access, while redirecting beach activity from locations identified as more environmentally sensitive to less sensitive beach areas. 2) Ongoing coastal resource protection through enforcement and public education. 3) Potential impact fee on new visitor-serving land uses benefiting from visitor activity that would help offset costs associated with protecting coastal resources from the increasing number of community visitors. 4) Identification of a site for development of a Coastal Resources Interpretive Center.***

Policy 4.1 Develop and adopt a program to protect sensitive coastal resources.

Action 4.1.1 Compile an inventory of the City's coastal resources and prepare a Coastal Resources Protection Program. *(Short-to-medium-term implementation.)*

Action 4.1.2 Evaluate and, if appropriate, adopt a program to rezone and encourage redevelopment of properties in specified areas of the coast to better provide public coastal access while protecting sensitive coastal resource areas. *(Medium-to-long-term implementation.)*

Action 4.1.3 Evaluate and, if appropriate, establish a fair-share impact fee for land uses and development benefiting from visitor activity for the purpose of offsetting costs related to the Coastal Resources Protection Program. *(Medium-to-long-term implementation.)*

Action 4.1.4 Update the Open Space Conservation Element to address the proposed Coastal Resources Protection Program and update the City's resource maps. *(Medium-to-long-term implementation.)*

Policy 4.2 Promote policies to accommodate visitors, reduce conflicts between visitor-serving uses/infrastructure and residents, and reduce impacts on the City's natural resources.

Action 4.2.1 Prepare a Coastal Resources Protection Program that includes policies to accommodate visitors, reduce conflicts between visitor-serving

uses/infrastructure and neighborhoods/residents, and reduce impacts on the City's natural resources (e.g., potentially provide shuttles from satellite parking areas and visitor destinations that group facilities such as shops/restaurants/restrooms and establish methods to ensure that designated beach access points and street ends are safe, welcoming and pedestrian-friendly). *(Medium-to-long-term implementation.)*

Action 4.2.2 Enforce State's Marine Life Management Act and identified Marine Life Protected areas within the City and local regulations for the protection of marine life and intertidal resources and to conduct educational and outreach programs. *(Medium-to-long-term implementation.)*

Action 4.2.3 Support a volunteer docent program by a nonprofit organization to provide public coastal resources education. *(Medium-to-long-term implementation.)*

Action 4.2.4 Evaluate and, if considered desirable and feasible, designate a site for a Coastal Resources Interpretive Center. *(Medium-to-long-term implementation.)*

Action 4.2.5 Plan and develop a peripheral parking program to increase mass transit access to Laguna Beach's visitor-serving beaches and other amenities. The peripheral parking program shall include an investigation of the concept of shared parking, such as the use of public parking lots and underutilized private parking lots that could serve as peripheral parking locations. The implementation of such a program would require a coastal development permit. *(Medium-term implementation.)*
(Same as Action 8.4.7)

Policy 4.3 Maintain and enhance access to coastal resource areas, particularly the designated public beaches, by ensuring that access points are safe, attractive, and pedestrian-friendly.

Action 4.3.1 Continue to pursue dedication and acceptance of beach access and other offers-to-dedicate throughout the City. The City shall maintain an inventory of public access and open space dedication or offers-to-dedicate to ensure such areas are known to the public and are protected through the coastal development permit process. *(Ongoing implementation – short-to-long-term.)*
(Same as Action 6.9.1)

Action 4.3.2 Maintain and improve public pedestrian access to and along beaches and oceanfront bluff using public rights-of-way and public easements. Protect, and where feasible, formalize, continued public use over areas used historically by the public (i.e. public prescriptive rights) to gain access to and along beaches, oceanfront bluffs, and other recreational areas. *(Ongoing implementation – short-to-long-term.)*

Action 4.3.3 Discourage the use of unimproved public accessways to coastal areas by vehicles unless necessary for reasons of public safety. *(Short-to-long-term implementation.)*

Action 4.3.4 All beach amenities available to the general public on the City's public beaches (including those owned and operated by the City and County) shall be available to all members of the general public on an equal basis. A reservation system for public beach amenities may not be established by private entities. *(Ongoing implementation – short-to-long-term.)*

Action 4.3.5 Maintain a range of parking fees at public beaches and parks, in order to maximize public access and recreation opportunities. Changes to existing time limits or hours of operation and substantial changes to parking fees which have the potential to change the intensity of public use of the beach or public access to the ocean shall require a Coastal Development Permit. *(Ongoing implementation – short-to-long-term.)*

Action 4.3.6 A public beach closure/curfew cannot apply to the area of Coastal Commission original jurisdiction (State tidelands, submerged lands and public trust lands) including but not necessarily limited to the area seaward of the mean high tide line. Public access to the water's edge and at least 20 feet inland of the wet sand of all beaches shall be permitted at all times. Closure to public use of any portion of the beach inland of the mean high tide line is not encouraged and requires a coastal development permit which must maintain the public's right to gain access to State tidelands. Measures that limit public use of the beach shall be limited to those necessary to address documented public safety events that cause a risk or hazard to the general public and shall be the minimum necessary to address the potential risk or hazard to the general public. The need for continuation of safety measures that limit public access shall be reassessed on a periodic basis to assure maximum public access is provided. *(Ongoing implementation – short-to-long-term.)*

GOAL 5: **Promote compatibility among land uses in the community.**

Intent *– Laguna Beach has a varied mix of land uses in close proximity to one another. For example, residential zones abut commercial and light industrial zones and building sites abut sensitive open space, creating the potential for incompatible land uses. Spillover parking from commercial areas negatively impacts some residential neighborhoods. Pressures to develop larger structures in all areas of the City have resulted in negative aesthetic and other impacts upon the community. In order to counteract the negative effects and avert future conflicts among land uses, the following policies and actions address the need to evaluate and, where appropriate, amend zoning standards and consider rezoning areas that are incompatible, establish compatibility guidelines for new development and subdivisions, and consider the adoption of neighborhood parking programs.*

Policy 5.1 Establish standards and review procedures to ensure that infill development and/or redevelopment is neighborhood-compatible.

Action 5.1.1 Improve design guidelines and review procedures to more effectively evaluate development projects. *(Short-to-medium-term implementation.)*

Action 5.1.2 Develop policies to mitigate short-term construction impacts. *(Short-to-medium-term implementation.)*

Action 5.1.3 Promote preservation of historic structures and adaptive reuse of existing buildings. *(Short-to-medium-term implementation.)*

Policy 5.2 Ensure that all new development, including subdivisions and the creation of new building sites and remodels that involve building additions, is adequately evaluated to ascertain potential negative impacts on natural resources and adjacent development, emphasizing impact avoidance over impact mitigation. Required mitigation should be located on-site rather than off-site. Any off-site mitigation should be located within the City's boundaries and in close proximity to the project.
(Similar to Policies 7.4 and 10.3.)

Policy 5.3 Evaluate and, if necessary, modify the commercial parking standards for new development and/or changes of use, especially when such occurrences impact adjacent residential or visitor-serving areas.

Policy 5.4 Preserve and maintain the residential character and livability of neighborhoods adjacent to commercial districts and/or individual businesses by regulating and minimizing impacts from commercial activities, including but not necessarily limited to deliveries, amplified music, light trespass, alcohol-related impacts, and employee or valet parking. Establishment of any new preferential parking districts in the coastal zone shall be prohibited.

Action 5.4.1 Investigate, formulate, and implement solutions to problems created in residential areas related to entertainment and alcohol service in adjacent commercial areas. *(Short-to-medium-term implementation.)*

Policy 5.5 Preserve and maintain the residential character and livability of neighborhoods adjacent to industrial districts by regulating and minimizing impacts from industrial activities, including but not necessarily limited to smoke, odor, dust and dirt, glare, and noise.

Action 5.5.1 Evaluate and, if feasible, rezone Laguna Canyon to resolve issues related to incompatible land uses. *(Long-term implementation.)*

Policy 5.6 Consider conflicts and recognize the value of existing light industrial uses when considering the approval of potential uses that may not be compatible (e.g., location of artists' live/work units adjacent to an existing industrial use).

GOAL 6: **Provide a diversity of land uses that enhance the community.**

***Intent* – Laguna Beach currently provides a diverse mix of land uses. The following policies are designed to encourage a broad range of uses that will benefit community members and visitors. The various uses promoted include 1) resident-serving businesses; 2) rental housing; 3) low- and moderate-income housing; 4) artists' live/work units; 5) recreational and conservation lands; 6) retention of a local hospital; and 7) mixed-use development.**

Policy 6.1 Promote, encourage and retain resident-serving businesses throughout the commercial zones of the community.

Action 6.1.1 Establish incentives to encourage retention and attraction of resident-serving businesses. *(Medium-to-long-term implementation.)*

Policy 6.2 Preserve and encourage an increase of the City's stock of affordable motel and hotel rooms available for short-term visitors. Protect, encourage, and where feasible provide, affordable overnight accommodations.

Action 6.2.1 Continue to enforce existing ordinances and coastal policies that limit changes in use of existing hotels and motels to preserve visitor-serving uses.

Action 6.2.2 Investigate and, if appropriate, amend the Municipal Code to ensure that affordable hotels and motels are maintained for short-term visitor occupancy. A method to define whether a facility providing overnight accommodation is low, moderate, or high cost shall be evaluated as part of the investigation. Establish standards that would require new high-cost visitor accommodations provide affordable overnight accommodation or pay an "in-lieu" fee. *(Ongoing implementation – short-to-long-term.)*

Action 6.2.3 Maintain an inventory of the number of existing motel and hotel rooms and room rates. *(Ongoing implementation – short-to-long-term.)*

Action 6.2.4 Any hotel/motel rooms for which a certificate of occupancy has been issued on or before the effective date of adoption of this Land Use Element shall not be permitted to convert to a Limited Use Overnight Visitor Accommodation. *(Ongoing implementation – short-to-long-term.)*

Policy 6.3 Prohibit Limited Use Overnight Visitor Accommodation such as timeshare, condo-hotel, and fractional ownership projects. *(Ongoing implementation – short-to-long-term.)*

Action 6.3.1 Monitor the actions and policies of the California Coastal Commission concerning condominium-hotel (condo-hotel) projects and other Limited Use Overnight Visitor Accommodations. *(Ongoing implementation.)*

Policy 6.4 Promote the provision of housing to serve the City's low- and moderate-income households, including City employees.

Action 6.4.1 Explore housing solutions that include public/private partnerships. *(Short-to-long-term implementation.)*

Action 6.4.2 Investigate, formulate, and implement siting of emergency shelters, transitional housing and supportive housing in compliance with Senate Bill 2. *(Short-term implementation.)*

Policy 6.5 Create neighborhood pocket parks and community gardens.

Action 6.5.1 Identify sites that are appropriate for pocket parks and/or community gardens, including an evaluation of City-owned sites for such use. Continue to transform vacant lots and unused and/or underutilized public land (including excess rights-of-way) into pocket parks with benches, bike racks, shade trees, and patios with tables to accommodate pedestrians and bicycle riders. *(Ongoing implementation – short-to-long-term.)*

Action 6.5.2 Create an incentive program to purchase property to create neighborhood parks and community gardens. *(Medium-term implementation.)*

Action 6.5.3 Encourage community gardens on underutilized public property. *(Medium-term implementation.)*

Action 6.5.4 Use non-invasive drought-tolerant plant materials and low-water irrigation whenever possible. *(Medium-term implementation.)*

Policy 6.6 Preserve and promote an increase in the stock of residential rental units in the City.

Action 6.6.1. Consider establishing development incentives, such as relaxed open space and setback requirements, to maintain higher, nonconforming density in older, nonconforming multi-family residences. *(Short-to-medium-term implementation.)*

Action 6.6.2 Evaluate increasing the allowable residential square footage within mixed-use developments and create incentives to encourage residential development above the street level in commercial zones. *(Short-to-medium-term implementation.)*

Policy 6.7 Continue to increase the City's stock of recreational and conservation properties.

Action 6.7.1 Continue and enhance the City policy of purchasing land for public uses through budgeted open-space acquisition funds, tax sales, and other opportunities such as donations and grants. *(Medium-term implementation.)*

Policy 6.8 Require the dedication and improvement of public trail easements as a condition of development approval whenever possible.

Policy 6.9 Provide public access to designated public areas wherever safe and legally and environmentally appropriate.

Action 6.9.1 Continue to pursue dedication and acceptance of beach access and other offers-to-dedicate throughout the City. *(Ongoing implementation – short-to-long-term.)*
(Same as Action 4.3.1.)

Action 6.9.2 Maintain an inventory of open space dedications or offers-to-dedicate to ensure such areas are known to the public and are protected through the coastal development permit process. *(Ongoing implementation – short-to-long-term.)*

Action 6.9.3 Where feasible, identify possible segments for inclusion in the California Coastal Trail (CCT) system and provide signage incorporating the State adopted CCT logo. *(Ongoing implementation – short-to-long-term.)*

Action 6.9.4 Work with private landowners and acquire public access rights necessary to provide a trail connection to the coast from Aliso Creek Regional Park for connectivity to the CCT. *(Ongoing implementation – short-to-long-term.)*

Action 6.9.5 Encourage municipal land acquisitions, trail design, and development to provide a public access connection to the coast from Laguna Coast Wilderness Park for connectivity to the CCT. *(Ongoing implementation – short-to-long-term.)*

Action 6.9.6 Pursue improvements of CCT "missing links" to provide safe pedestrian and bicycle access adjacent to State Highway 1 between the cities of Laguna Beach and Dana Point. *(Ongoing implementation – short-to-long-term.)*

Policy 6.10 Support retention of a full-service, acute-care hospital offering emergency services in Laguna Beach.

Policy 6.11 Maintain a locally held farmers' market.

Policy 6.12 Promote mixed-use development in commercial zones, where appropriate, to encourage the provision of lower-cost housing and to reduce traffic trips. Encourage ground floor uses to be commercial and where appropriate, visitor serving.

Action 6.12.1 Evaluate incentives for the development of affordable residential units in conjunction with mixed-use development in commercial zones. *(Medium-to-long-term implementation.)*

Policy 6.13 Prohibit all residential condominium conversions and new residential condominiums on sites previously occupied by rental housing unless an equal number of rental units of comparable square footage and number of bedrooms are provided in the City during the same time as the conversion. Artists' live/work units shall not replace residential rental units. Under no circumstances shall a conversion be allowed that does not comply with existing development standards. *(Long-term implementation.)*

Policy 6.14 Encourage art-related uses and art in public places in appropriate zones.

Action 6.13.1 Develop incentives to encourage art-related uses and public art throughout the community. *(Short-to-medium-term implementation.)*

GOAL 7: **Protect, preserve, and enhance the community's natural resources.**

Intent ***– Having an abundance of scenic coastal, hillside, and canyon areas, the community has a lengthy history of stewardship to ensure the environmental protection of its natural resources. Long-term preservation of dedicated open space and coastal resources is of the highest priority. Policies in both the Land Use and Open Space/Conservation Elements require the protection and preservation of our magnificent natural resources for community members, visitors and future generations.***

Policy 7.1 Protect dedicated and accepted open space.

Action 7.1.1 Ensure that the Open Space/Conservation Element includes policies to protect land dedicated for open space to the greatest extent. *(Short-to-long-term implementation.)*

Policy 7.2 Maintain the General Plan designation of Permanent Open Space and the Zoning designations of Open Space/Conservation and Open Space/Passive as a method of protecting natural resources.

Policy 7.3 Design and site new development to protect natural and environmentally sensitive resources, such as areas of unique scenic quality, public views, and visual compatibility with surrounding uses and to minimize natural landform alterations. *(Sane as Policy 10.2.)*

Action 7.3.1 Evaluate and, if necessary, adopt an Open Space/Conservation Element policy to ensure that environmentally sensitive species and/or habitat located within homeowners' associations are protected. *(Medium-term implementation.)*

Action 7.3.2 Review all applications for new development to determine potential threats from coastal and other hazards. *(Ongoing implementation.)*

Action 7.3.3 Design and site new development to avoid hazardous areas and minimize risks to life and property from coastal and other hazards. *(Ongoing implementation.)*

Action 7.3.4 Require new development to assure stability and structural integrity, and neither create nor contribute significantly to erosion, geologic instability, or destruction of the site or surrounding area or in any way require the construction of protective devices that would substantially alter natural landforms along bluffs and cliffs. *(Ongoing implementation.)*

Action 7.3.5 Prohibit development on oceanfront bluff faces, except public improvements providing public access, protecting coastal resources, or providing for public safety. Permit such improvements only when no feasible alternative exists and when designed and constructed to minimize landform alteration of the oceanfront bluff face, to not contribute to further erosion of the oceanfront bluff

face, and to be visually compatible with the surrounding area to the maximum extent feasible. *(Ongoing implementation.)*

Action 7.3.6 Require new development on oceanfront blufftop lots to incorporate drainage improvements, removal of and/or revisions to irrigation systems, and/or use of native or drought-tolerant vegetation into the design to minimize threats to oceanfront bluff recession. *(Ongoing implementation.)*

Action 7.3.7 Require swimming pools located on oceanfront bluff properties to incorporate leak prevention and detection measures. *(Ongoing implementation.)*

Action 7.3.8 On oceanfront bluff sites, require applications where applicable, to identify and remove all unpermitted and/or obsolete structures, including but not limited to protective devices, fences, walkways and stairways, which encroach into oceanfront bluffs. *(Ongoing implementation.)*

Action 7.3.9 Ensure that new development, major remodels and additions to existing structures on oceanfront and oceanfront bluff sites do not rely on existing or future bluff/shoreline protection devices to establish geologic stability or protection from coastal hazards. A condition of the permit for all such new development on bluff property shall expressly require waiver of any such rights to a new bluff/shoreline protection device in the future and recording of said waiver on the title of the property as a deed restriction.

Action 7.3.10 Allow oceanfront and oceanfront bluff homes, commercial structures, or other principal structures, that are legally nonconforming as to the oceanfront and/or oceanfront bluff edge setback, to be maintained and repaired; however, improvements that increase the size or degree of nonconformity, including but not limited to development that is classified as a major remodel pursuant to the definition in the Land Use Element Glossary, shall constitute new development and cause the pre-existing nonconforming oceanfront or oceanfront bluff structure to be brought into conformity with the LCP.

Action 7.3.11 Require all coastal development permit applications for new development on an oceanfront or on an oceanfront bluff property subject to wave action to assess the potential for flooding or damage from waves, storm surge, or seiches, through a wave uprush and impact report prepared by a licensed civil engineer with expertise in coastal processes. The conditions that shall be considered in a wave uprush study are: a seasonally eroded beach combined with long-term (75 years) erosion; high tide conditions, combined with long-term (75 year) projections for sea level rise; storm waves from a 100-year event or a storm that compares to the 1982/83 El Niño event. *(Ongoing implementation.)*

Action 7.3.12 Site and design new structures to avoid the need for shoreline and/or oceanfront bluff protective devices during the economic life of the structure (75 years). *(Ongoing implementation.)*

Action 7.3.13 Limit the use of shoreline/bluff protective devices to the minimum required to protect existing development in danger from erosion. Site and design any such protective devices as far landward as possible. "Existing development" for purposes of this policy shall consist only of a principle structure, e.g. residential dwelling, required garage, or second residential unit, and shall not include accessory or ancillary structures such as decks, patios, pools, tennis courts, cabanas, stairs, landscaping etc. No shoreline/bluff protective device shall be allowed for the sole purpose of protecting an accessory structure. *(Ongoing implementation.)*

Action 7.3.14 Develop and implement shoreline management plans for shoreline areas subject to wave hazards and erosion. Shoreline management plans should provide for the protection of existing development, public improvements, coastal access, public opportunities for coastal recreation, and coastal resources. Plans must evaluate the feasibility of coastal hazard avoidance, restoration of the sand supply, beach nourishment and planned retreat. *(Long-term implementation.)*

Action 7.3.15 Prepare and periodically update comprehensive studies of seasonal and long-term shoreline change, episodic and chronic bluff retreat, flooding, and local changes in sea levels, and other coastal hazard conditions. *(Long-term implementation.)*

Action 7.3.16 Continue to monitor beach width and elevations and analyze monitoring data to establish approximate thresholds for when beach erosion or deflation will reach a point that it could expose the backshore development to flooding or damage from storm waves or other coastal hazards. *(Ongoing implementation.)*

Action 7.3.17 Discourage shoreline protective devices on public land to protect private property/development. *(Ongoing implementation.)*

Action 7.3.18 Site and design new oceanfront and oceanfront bluff development and bluff/shoreline protective devices where that siting/design takes into account predicted future changes in sea level. In particular, an acceleration of the historic rate of sea level rise shall be considered and based upon up-to-date scientific papers and studies, agency guidance (such as the 2010 Sea Level Guidance from the California Ocean Protection Council), and reports by national and international groups such as the National Research Council and the Intergovernmental Panel on Climate Change. Consistent with all provisions of the LCP, new structures shall be set back a sufficient distance landward to eliminate or minimize, to the maximum extent feasible, hazards associated with anticipated sea level rise over the expected economic life of the structure.

Policy 7.4 Ensure that development, including subdivisions, new building sites and remodels with building additions, is evaluated to ascertain potential negative impacts on natural resources. Proposed development shall emphasize impact avoidance over impact mitigation. Any mitigation required due to an unavoidable negative

impact should be located on-site, where feasible. Any off-site mitigation should be located within the City's boundaries close to the project, where feasible. *(Similar to Policies 5.2 and 10.3.)*

Action 7.4.1 Prepare and adopt California Environmental Quality Act (CEQA) thresholds of significance tailored to address the City's natural resources, such as marine resources, streams, drainage courses, ESHA and high- and very-high-value habitat. *(Medium-term implementation.)*

Action 7.4.2 Continue preparation of initial studies, pursuant to the California Environment Quality Act (CEQA), for any proposed development, including single-family residences located within environmentally sensitive areas. *(Same as Action 10.3.1.)*

Action 7.4.3 Review development to minimize adverse impacts to abutting dedicated open-space areas; taking into consideration both the appropriate habitat buffer zones and the required fuel modification zones. *(Short-term implementation.)*

Action 7.4.4 Continue to list Environmentally Sensitive Areas within the Real Property Report. *(Ongoing and short-to-long-term implementation.)*

Policy 7.5 Require payment of an environmental impact fee for development whenever mitigation is not feasible and a nexus exists. *(Same as Policy 10.5.)*

Action 7.5.1 Adopt appropriate mitigation measures that require the payment of environmental impact fees whenever impacts on environmental resources cannot be mitigated to a level of insignificance. *(Ongoing implementation – short-to-medium-term.)*
(Same as Action 10.5.1.)

Policy 7.6 Implement individualized fuel modification programs for existing legal building sites whenever environmentally sensitive resources are present.

Action 7.6.1 Allow fuel modification programs to be modified on existing legal building sites to address and mitigate impacts to environmentally sensitive resources, particularly for properties abutting open space areas. *(Short-term implementation.)*

Action 7.6.2 Allow fuel modification alternative means and methods for existing legal building sites in areas where high- and very-high-value habitat may otherwise be impacted and in areas where an Environmentally Sensitive Habitat Area (ESHA) ("ESHA" as defined in the LCP Glossary), may otherwise be impacted.

Policy 7.7 Protect marine resources by implementing methods to minimize runoff from building sites and streets to the City's storm drain system (e.g., on-site water retention).
(Same as Policy 10.7.)

Action 7.7.1 Continue to evaluate and update criteria to minimize nonpermeable hardscape improvements. *(Short-term implementation.)*
(Same as Action 10.7.1.)

Action 7.7.2 Periodically review the City's Water Quality Control Ordinance and related policies for protecting marine resources and update as appropriate. *(Short-term implementation.)*
(Same as Action 10.7.2.)

Policy 7.8 Oppose the establishment of offshore oil facilities along the Orange County coastline.

Action 7.8.1 Monitor the federal government's offshore oil leasing program to ensure that the impacts of the program on the coastal environment are known and considered. *(Ongoing implementation - short-to-long-term.)*
(Same as Action 11.2.1.)

Policy 7.9 Prohibit and oppose development within the Laguna Greenbelt unless associated with passive recreation.

Policy 7.10 Require new construction and grading to be located in close proximity to preexisting development to minimize environmental impacts and growth-inducing potential.

GOAL 8: **Minimize the impact of the automobile on the character of Laguna Beach and emphasize a pedestrian-oriented environment, safe sidewalks, landscaped buffer zones, and alternate means of transportation.**

Intent ***– Laguna Beach is a popular visitor destination. Consequently, community members often cite traffic, circulation and parking as a negatively impacting their quality of life. The following policies set forth methods to improve circulation and parking conditions by evaluating and adopting methods to reduce congestion, encouraging alternative forms of transportation (e.g., transit, walking, and bicycle opportunities), provide sidewalks in designated neighborhoods, address public and private parking issues, and select potential locations for new public parking lots.***

Policy 8.1 Encourage a pedestrian-oriented, nonmotorized community by developing a system of bikeways and pedestrian paths and discouraging high-speed traffic along City streets. *(Medium-term implementation.)*

Action 8.1.1 Require pedestrian safety improvements for development projects on North Coast Highway, South Coast Highway, Coast Highway and Laguna Canyon Road. *(Ongoing implementation – short-to-long-term.)*

Action 8.1.2 Complete a continuous north-south and east-west bicycle network through the City and to the Downtown Specific Plan area. *(Medium-term implementation.)*

Action 8.1.3 Maintain and improve public pedestrian access to and along beaches and sea cliffs using all public rights-of-way and public easements. *(Ongoing implementation – short-to-long-term.)*

Action 8.1.4 Encourage all unimproved public rights-of-way to be used for walking and biking opportunities unless absolutely necessary for vehicular access. *(Short-to-long-term implementation.)*

Action 8.1.5 With the exception of right turn lanes, oppose any attempts to widen Laguna Canyon Road ocean ward of El Toro. *(Ongoing implementation – short-to-long-term.)*

Policy 8.2 Maintain a pedestrian-oriented community while facilitating the movement of traffic in a safe and uncongested manner. *(Medium-term implementation.)*

Action 8.2.1 Study and adopt methods to minimize traffic congestion while preserving a pedestrian ambiance. *(Short-to-long-term implementation.)*

Action 8.2.2 Expand the Corridor Progression Traffic Analysis Model to the entire City and use delay thresholds to determine significance. *(Short-to-long-term implementation.)*

Action 8.2.3 Modify the Corridor Progression Traffic Analysis Model thresholds to accurately reflect the unique nature of the City's residential streets. *(Ongoing implementation.)*
(Same as Action 2.3.5)

Action 8.2.4 Continue to allocate funds for traffic and circulation improvements in connection with the annual Capital Improvement Program. *(Ongoing implementation – short-to-long-term.)*

Action 8.2.5 Continue to redesign intersections to increase pedestrian safety and amenity, including the provision of crosswalks, bulb-outs, and pedestrian refuges. Favor traffic-calming devices that make use of increased planted areas, such as residential traffic circles, neck-downs, etc. Incorporate traffic-calming techniques (e.g., intersections with bulb-outs to lower traffic speed yet maintain traffic flow) into the community planning stages of municipal projects. *(Ongoing implementation – short-to-long-term.)*

Action 8.2.6 Discourage driveway access to and from Coast Highway and Laguna Canyon Road so interruptions to traffic flow are minimized. *(Ongoing implementation – short-to-long-term.)*

Action 8.2.7 Prioritize pedestrian safety over traffic movement when evaluating and approving ingress and egress. *(Ongoing implementation – short-to-long-term.)*

Policy 8.3 Provide walking and biking opportunities to link residential and commercial neighborhoods through improvements such as sidewalks, bicycle lanes and mulit-use trails.

Action 8.3.1 Amend the Transportation, Circulation and Growth Management Element to identify and provide additional opportunities for pedestrian and bicycle linkages in neighborhoods. *(Medium-term implementation.)*

Action 8.3.2 Establish a task force to plan and implement a continuous network of bike routes extending through the City and connecting the street system with off-street bike trails. Modify the design of arterial and collector streets to incorporate safe bike lanes. Work with Caltrans to improve bike safety on North Coast Highway, South Coast Highway, Coast Highway, and Laguna Canyon Road. *(Medium-term implementation.)*

Action 8.3.3 Develop a policy or standard that specifies when and where bicycle lanes and paths are to be provided. *(Medium-term implementation.)*

Action 8.3.4 Support and encourage public education (including parents and children) in utilization of safe walking and biking practices. *(Ongoing implementation – short-to-long-term.)*

Action 8.3.5 Require new non-residential developments with floor areas of 10,000 square feet or more to provide bicycle racks for use by customers. Encourage smaller non-residential developments to provide such facilities, when feasible. *(Ongoing implementation – short-to-long-term.)*

Action 8.3.6 Require new non-residential developments with a total of 100 or more employees to provide bicycle racks, lockers, and showers for use by employees and tenants who commute by bicycle. Encourage smaller non-residential developments to provide such facilities for their employees, when feasible. *(Ongoing implementation – short-to-long-term.)*

Policy 8.4 Maximize transit use.

Action 8.4.1 Coordinate with surrounding cities and governmental agencies to maximize the use of public transportation including buses and metro link. *(Ongoing implementation – short-to-long-term.)*
(Same as Action 1.1.10)

Action 8.4.2 Support local street network connectivity and complete streets designed to accommodate all user and multiple transportation modes through context-sensitive solutions. *(Medium-term implementation.)*

Action 8.4.3 Support seamless transitions between transportation modes to increase the use of modes with lower emissions for the movement of people and freight. *(Ongoing implementation – short-to-long-term.)*

Action 8.4.4 Work with the Laguna Beach Unified School District to promote the use of clean bus or trolley transportation and discourage the use of private vehicles for trips to and from school. *(Ongoing implementation - short-to-long-term implementation.)*
(Same as Action 1.1.11)

Action 8.4.5 Maintain the existing trolley/bus service and pursue extending the service throughout the year. *(Short-term implementation.)*
(Same as Action 1.1.9)

Action 8.4.6 Implement steps to enhance and promote public access to parking and transit opportunities along the primary arterials of the Coast Highway corridor, Laguna Canyon Road, and the Downtown, as well as designated collector streets. *(Ongoing implementation - short-to-long-term implementation.)*

Action 8.4.7 Plan and develop a peripheral parking program to increase mass transit access to Laguna Beach's visitor-serving beaches and other amenities. The peripheral parking program shall investigate the concept of shared parking, such as the use of public parking lots and underutilized private parking lots that could serve as peripheral parking locations. Implementation of such a program would require a coastal development permit. *(Medium-term implementation.)*

(Same as Action 4.2.5.)

Action 8.4.8 Encourage all employers to provide incentives for transit ridership (e.g. subsidies for transit use, shuttles to transit stations), ridesharing, vanpools, and other transportation demand policies designed to reduce vehicle miles traveled. Such measures shall be required in association with non-residential projects approved with a reduction in the standard parking requirements and/or resulting in a loss of on-site parking regardless of the size of the development or number of employees. *(Medium-term implementation.)*

Action 8.4.9 Encourage the design of new development projects to facilitate transit ridership and ridesharing through such means as locating and designing building entries that are convenient to pedestrians and transit riders. (Medium-term implementation.)

Action 8.4.10 Encourage the design and siting of larger commercial and residential developments so that they may be served by existing transit routes and to provide non-automobile circulation to the greatest extent possible. *(Medium-term implementation.)*

Policy 8.5 Require the construction of sidewalks and pathways and/or sidewalk widening on streets that carry significant pedestrian traffic.

Action 8.5.1 Develop a policy or standard that specifies when and where sidewalks are to be provided. *(Short-term implementation.)*

Action 8.5.2 Require and ensure, during the development review process, that adequate rights-of-way are secured and that adequate public facilities are required to provide transit, bike lanes, and pedestrian networks along North Coast Highway, South Coast Highway, Coast Highway, Glenneyre Street, and all streets within the Downtown Specific Plan area. *(Ongoing implementation – short-to-long-term.) (Same as Action 9.5.3.)*

Policy 8.6 Promote parking peripheral to the Downtown.

Action 8.6.1 Evaluate locations peripheral to the downtown for the potential establishment of public parking to serve the downtown. *(Short-to-long-term implementation.)*

Action 8.6.2 Evaluate locations in commercial areas outside the downtown for the potential establishment of public parking. *(Medium-to-long-term implementation.)*

Policy 8.7 Promote the use of fuel-efficient or alternative-fuel vehicles.

Action 8.7.1 Create a pilot program whereby a portion of the on-street public parking spaces in the Downtown Specific Plan area are converted to compact- or

subcompact-size parking spaces, while maintaining the peripheral parking lots for large-size vehicles. *(Medium-term implementation.)*

Action 8.7.2 Evaluate the feasibility of establishing a variable parking fee program for the Downtown Specific Plan area, with premium rates for the downtown area and low-cost parking in perimeter locations. With new technologies, the rate structure could be variable by time of day, day of week, or season. *(Medium-term implementation.)*

Policy 8.8 Evaluate and, if necessary, amend the parking standards to ensure that new development and intensifications of use provide the quantity of parking for the uses proposed.

Action 8.8.1 Evaluate and update parking standards to ensure sufficient parking for new development and/or an intensification of use. *(Medium-term implementation.)*

Action 8.8.2 Develop a comprehensive traffic management/parking program that will include all commercial areas in the City. Such a strategy shall encourage peripheral and shared parking. Implementation of a plan shall be in conformance with the Downtown Specific Plan. *(Medium-to-long-term implementation.)*

Action 8.8.3 Ensure that parking standards adequately accommodate a range in size of passenger vehicles. *(Short-to-medium-term implementation.)*

Policy 8.9 Continue to manage and enforce a comprehensive parking program for the summer festival season.

GOAL 9: **Provide comprehensive public services and infrastructure.**

***Intent* – As a community that encourages citizen participation and civic responsibility, Laguna Beach promotes a variety of services and educational opportunities related to the public process. Emergency planning and continual maintenance and enhancement of Laguna Beach's infrastructure are among the City's highest priorities. Some of the policies adopted for this goal include 1) expanding community programs and public education related to City processes and resources, 2) planning for natural disasters, 3) securing funding to repair and maintain the City's infrastructure, 4) ensuring that public rights-of-way are safe and aesthetically pleasing, and 5) coordinating capital improvements.**

Policy 9.1 Ensure well-maintained and sufficient public infrastructure to serve the community.

Action 9.1.1 Continue to repair and maintain the infrastructure within the community. *(Short-to-long-term implementation.)*

Action 9.1.2 Evaluate city-owned lands to determine their role in implementing the City's long-range planning goals. *(Short-to-medium-term implementation.)*

Policy 9.2 Expand community programs and services to benefit all segments of the community.

Action 9.2.1 Develop housing programs to enable City employees, especially emergency personnel, to reside in town. *(Short-to-medium-term implementation.)*

Policy 9.3 Ensure that the City is adequately prepared for potential hazards and natural disasters.

Action 9.3.1 Establish neighborhood-specific emergency plans that address emergency ingress and egress, among other considerations. *(Short-to-medium-term implementation.)*

Action 9.3.2 Investigate the use of pedestrian trails as an additional option for emergency evacuation in existing situations where no secondary or loop access exists. *(Medium-term implementation.)*

Policy 9.4 Encourage public awareness of and education about land use planning and encourage civic participation in the decision-making processes.

Action 9.4.1 Provide ongoing education to the City Council, Planning Commission, and Design Review Board to achieve consistent application, interpretation, and implementation of the zoning standards, General Plan policies, and Design Review Guidelines. Televise educational programs and/or sessions on a quarterly basis or a minimum of four times per calendar year. *(Short-term implementation.)*

Action 9.4.2 Establish methods to educate the public, realtors, and design professionals regarding the General Plan and development standards and guidelines outlined in the Zoning Ordinance and Design Guidelines. *(Medium-term implementation.)*

Action 9.4.3 Continue to provide property purchasers with information related to the regulatory process and potential development limitations by delineating individual property constraints in the Real Property Report (RPR) and the Design Review Disclosure Statement. *(Medium-term implementation.)*

Action 9.4.4 Amend the Zoning Ordinance and Design Guidelines to be more user-friendly and easily accessed. *(Medium-to-long-term implementation.)*

Action 9.4.5 Maintain and refine the citywide Geographic Information Systems (GIS), including updating geologic and adding hydrologic databases. *(Short-to-long-term implementation.)*

Action 9.4.6 Consider actions to keep the public informed and to create government transparency such as 1) televising City Council, Planning Commission, and Design Review Board meetings, 2) maintaining a webpage that lists all public notices, 3) sponsoring town hall meetings to address planning topics important to the community, and 4) creating an e-mail or other notification system to distribute agendas and notify members of the public about City meetings. *(Short-to-long-term implementation.)*

Policy 9.5 Ensure that streetscapes are designed or modified to facilitate safe transit and bicycle and pedestrian movement.

Action 9.5.1 Investigate methods of new creating pedestrian pathways.

Action 9.5.2 Prohibit the intrusion of objects into the public right-of-way that would impede safe pedestrian access.

Action 9.5.3 Require and ensure, during the development review process, that adequate rights-of-way are secured and that adequate public facilities are required to provide transit, bike lanes and pedestrian networks along North Coast Highway, South Coast Highway, Coast Highway, Glenneyre Street, and all streets within the Downtown Specific Plan area. *(Ongoing implementation – short-to-long-term.)*
(Same as Action 8.5.2.)

Action 9.5.4 Investigate and facilitate methods to underground all utilities.

Policy 9.6 Continue to prohibit new roads or extensions of existing roads that are inconsistent with the Municipal Code and General Plan.

Action 9.6.1 Review the City's Safety Element on a regular basis to incorporate the most current methods of emergency and hazard planning into the Safety Element policies. *(Short-term implementation.)*

Action 9.6.2 Review the City's Emergency Disaster Plan on a regular basis to ensure that it addresses current needs. *(Short-term implementation.)*

Policy 9.7 Implement sewer and drainage improvements necessary to protect and enhance water quality; take into consideration location of drainage improvements and account for rising sea levels and other coastal hazards. Promote the future achievement of tertiary sewage treatment.

Action 9.7.1 Work with the appropriate agencies to achieve tertiary sewage treatment for the City. *(Medium-term implementation.)*

Action 9.7.2 Evaluate and encourage the use of reclaimed water. *(Medium-term implementation.)*

Policy 9.8 Avoid the extension of community facilities, roads, and other infrastructures into environmentally sensitive areas when surplus capacities could facilitate or discourage extension of new development detrimental to those areas. Avoid the extension of roads and other infrastructure for the support of cellular/radio communication towers into environmentally sensitive areas and to protect public coastal views whenever feasible.

Policy 9.9 Continue to construct, update, and improve community facilities.

Action 9.9.1 Prepare a community needs assessment to identify and determine future needs and to ensure that existing facilities and infrastructure are appropriately utilized. *(Short-to-medium-term implementation.)*

Action 9.9.2 Apply for grants and form public/private partnerships whenever possible to address community facilities and infrastructure needs (e.g., flood control, teen center, sewer, etc.). *(Short-to-long-term implementation.)*

Action 9.9.3 Evaluate hiring professional grant writers for specialized projects. *(Medium-term implementation.)*

Policy 9.10 Provide public facilities that meet the varied needs of both residents and visitors.

Policy 9.11 Ensure adequate evaluation of environmental impacts, coastal hazards, rates of erosion, sea level rise, tsunami hazard and safety hazards associated with public facilities and infrastructure improvements.

Policy 9.12 Continue to consider flood hazards when reviewing projects within the 100-year floodplain.

Policy 9.13 Continue to require nonstructural methods for flood control, such as preservation of watershed lands and natural drainage channels, rather than structural methods, such as concrete flood channels whenever feasible.

Policy 9.14 Ensure that the City's redevelopment potential is included in growth forecasts and infrastructure analyses.

Policy 9.15 Pursue funding to complete the undergrounding of utilities along Laguna Canyon Road and Coast Highway.

Policy 9.16 Explore alternative revenue sources to offset costs for providing public services to tourists.

GOAL 10: <u>Ensure that proposals for new development, subdivisions, and major remodels are sufficiently evaluated to protect public health and safety and natural resources</u>.

<u>Intent</u> – In a community with extremely high land values and minimal developable land, pressure has increased to develop larger buildings, including development on environmentally sensitive lots has been increasing. Larger structures and development into environmentally sensitive areas have the potential to create numerous impacts on the environment and surrounding neighborhoods. Some potential impacts include 1) water quality impacts, 2) land movements, 3) a decrease in safety response times on steep hillside roads during emergencies, and 4) the potential cumulative impacts to sensitive biological and coastal resources from which community members and visitors derive health benefits. The following policies are adopted to ensure that applications for new subdivisions, the creation of building sites, new development, and major remodels are thoroughly evaluated to mitigate potential health and safety impacts related to new development.

Policy 10.1 Require that all subdivisions, including parcel maps, are compatible with neighborhood character including building pad elevations, visual and physical relationships to natural topography, open space, view corridors and surrounding residences, and neighborhood access.

Action 10.1.1 Require a visual impact analysis for subdivision to identify the buildable area or building bulk of each proposed lot to determine potential impacts to view corridors, visual and physical relationships to natural topography or scenic features, neighborhood character and compatibility, and view equity.

Policy 10.2 Design and site new development to protect natural and environmentally sensitive resources such as areas of unique scenic quality, public views, and visual compatibility with surrounding uses and to minimize landform alterations. *(Same as Policy 7.3)*

Action 10.2.1 Adopt standards that require new development and related improvements to be located on the most suitable areas of the site so as to maximize safety and the preservation of sensitive resources. *(Short-to-medium-term implementation.)*

Action 10.2.2 Evaluate the slope/density formula applied to the R-HP Residential Hillside Protection Zone and amend as necessary to ensure a density that is compatible with the topography. *(Medium-term implementation.)*

Action 10.2.3 Develop criteria by which applicants shall provide a slope analysis to determine the best location for development on a site. *(Medium-term implementation.)*

Action 10.2.4 Encourage open space dedication to guarantee preservation of natural and sensitive resources whenever appropriate. *(Ongoing implementation – short-to-long-term.)*

Action 10.2.5 On bluff sites, require applications where applicable, to include a geologic/soils/geotechnical study that identifies any geologic hazards affecting the proposed project site, any necessary mitigation measures, and contains statements that the project site is suitable for the proposed development and that the development will be safe from geologic hazard for its economic life. For development on oceanfront bluffs, such reports shall include slope stability analyses and estimates of the long-term average bluff retreat/erosion rate over the expected life of the development. Reports are to be prepared/signed by a licensed professional Engineering Geologist or Geotechnical Engineer. *(Medium-term implementation.)*

Action 10.2.6 Require all new development located on an oceanfront bluff top to be setback from the oceanfront bluff edge a sufficient distance to ensure stability, ensure that it will not be endangered by erosion, and to avoid the need for protective devices during the economic life of the structure (75 years). Such setbacks must take into consideration expected long-term bluff retreat over the next 75 years, as well as slope stability. The predicted bluff retreat shall be evaluated considering not only historical bluff retreat data, but also acceleration of bluff retreat made possible by continued and accelerated sea level rise, future increase in storm or El Niño events, and any known site-specific conditions. To assure stability, the development must maintain a minimum factor of safety against landsliding of 1.5 (static) or 1.2 (pseudostatic, k=0.15 or determined through analysis by the geotechnical engineer) for the economic life of the structure.

Action 10.2.7 Require all new development located on oceanfront bluffs to be sited in accordance with the stringline but not less than 25 feet from the bluff edge. This requirement shall apply to the principal structure and major accessory structures such as guesthouses and pools that require a structural foundation. The setback shall be increased where necessary to ensure geologic safety and stability of the development.

Action 10.2.8 On oceanfront bluffs, require new minor accessory structures such as decks, patios and walkways that do not require structural foundations to be sited in accordance with stringline but not less than 10 feet from the bluff edge. Require accessory structures to be removed or relocated landward when threatened by erosion, geologic instability or other coastal hazards.

Policy 10.3 Ensure that all new development, including subdivisions, the creation of new building sites and remodels that involve building additions, is evaluated to ascertain potential negative impacts on natural resources, ESHA and existing adjacent development. Proposed development shall emphasize ESHA impact avoidance over impact mitigation. Any mitigation required due to an unavoidable negative impact should be located on-site rather than off-site, where feasible. Any off-site mitigation should be located within the City's boundaries and in close proximity to the project.
(Similar to Policies 7.4 and 5.2.)

Action 10.3.1 Continue preparation of initial studies, pursuant to the California Environment Quality Act (CEQA), for any proposed development, including single-family residences, located within environmentally sensitive areas.
(Same as Action 7.4.2.)

Action 10.3.2 Continue to require in-depth analysis of constraint issues for properties, especially those designated on the City's hazard maps so that the nature of the constraint and the best options for mitigation or avoidance will be considered at all stages of the approval process since these constraints may affect what development is appropriate for the property.

Policy 10.4 Implement and define "lot area" as the total area of the lot minus the area/property located westerly of the building setback lines as described in Section 25.50.004(B)(1)(2)(3) or the oceanfront bluff ("oceanfront bluff edge" as defined in LCP Glossary), whichever is more restrictive.

Policy 10.5 Require payment of an environmental impact fee for development whenever mitigation is not feasible and a nexus exists.
(Same as Policy 7.5.)

Action 10.5.1 Adopt appropriate mitigation measures that require payment of environmental impact fees whenever impacts on environmental resources cannot be mitigated to a level of insignificance. *(Short-to-medium-term implementation.)*
(Same as Action 7.5.1.)

Policy 10.6 Require all fuel modification to be located within the site being developed. Exceptions may be granted for existing legal building sites when findings can be made by the approval authority that other alternatives are not available and a strict application of this provision would endanger environmentally sensitive resources or deny a property owner reasonable use of an already existing legal building site. Fuel modification performed by private property owners cannot go beyond property lines without agreement by the adjacent property owners. Fuel modification on public land to protect existing development should be avoided whenever feasible; if avoidance isn't feasible, measures must be employed to minimize the amount of fuel modification necessary on public land.
(Similar to Policy 7.6.)

Action 10.6.1 The development proposal should address the required fuel modification as part of the initial application and should integrate fuel modification provisions into the site plan in such a way as to minimize impact on existing native vegetation and areas of visual prominence. Any required thinning of flammable vegetation shall be conducted outside of the bird nesting season if feasible. Alternative means to thinning and/or removal of native vegetation for fire hazard management such as minimizing the building envelope, and/or siting of the structure(s) away from hazard areas, and/or use of fire retardant design and materials are preferred where feasible.

Action 10.6.2 Equivalent methods of fire risk reduction shall be determined on a case by-case basis by the City and may include the following, or a combination of the following, but are not limited to: compliance with Building Code and Fire Code requirements for projects; tile roof treatments; irrigated buffer zones; installation of masonry or other non-combustible fire resistant wall; boxed eaves; reduced landscaping; other alternative construction to avoid the need for vegetation thinning, pruning or vegetation removal.

Action 10.6.3 No new division of land shall be allowed which would require new fuel modification (e.g. vegetation removal) or new fuel breaks in environmentally sensitive habitat areas or on public open space or park lands to protect new development within the resultant lots.

Action 10.6.4 Update the Safety Element to incorporate current fuel modification and fuel break practices and requirements.

Policy 10.7 Protect marine resources by implementing methods to minimize runoff from building sites and streets to the City's storm drain system (e.g., on-site water retention).
(Same as Policy 7.7.)

Action 10.7.1 Continue to evaluate and update criteria to minimize nonpermeable hardscape improvements. *(Short-term implementation.)*
(Same as Action 7.7.1.)

Action 10.7.2 Periodically review the City's Water Quality Control Ordinance and related policies for protecting marine resources and update as appropriate. *(Short-term implementation.)*
(Same as Action 7.7.2.)

Policy 10.8 Avoid creation of building sites that will result in significant adverse impacts on the community.

Action 10.8.1 Evaluate subdivision proposals that include cul-de-sacs for alternative street design that may provide more efficient access and trails linking any potential new neighborhood to nearby areas of the community. *(Medium-term implementation.)*

Action 10.8.2 Review the City's Subdivision Ordinance for potential revisions to implement updated General Plan policies and provide methods to ensure neighborhood compatibility and to prevent significant environmental effects. *(Medium-term implementation.)*

Policy 10.9 Continue to prohibit the approval of newly created building sites that do not conform to Municipal Code standards, including the creation of flag lots.

Policy 10.10 Prohibit lot line adjustments that are inconsistent with the Municipal Code, General Plan, and Subdivision Map Act. Existing building sites which maintain a legal nonconforming lot or lots may adjust the lot lines provided that the adjustment does adversely increase the extent of nonconformities.

Action 10.10.1 Enforce existing ordinances and General Plan policies. *(Ongoing implementation – Short-to-long-term.)*

GOAL 11: <u>Proactively participate in the planning activities of regional and adjacent jurisdictions</u>.

<u>Intent</u> – Throughout the years, Laguna Beach has been impacted by the decisions of regional and adjacent jurisdictions. By actively participating in regional and jurisdictional planning activities, the City is better able to educate the public and promote a positive outcome for Laguna Beach, such as the decision by Orange County voters to deny the construction of a commercial airport at the former El Toro Marine Base. The following policies promote monitoring the planning activities of regional and surrounding jurisdictions and participating in problem-solving strategies.

Policy 11.1 Monitor the planning activities of regional entities and adjacent jurisdictions to stay informed of potential development that may impact the quality of life in the City of Laguna Beach.

Action 11.1.1 Evaluate the impact of proposed changes to regional growth policies and the policies and projects of adjacent jurisdictions and address potential impacts. *(Short-to-long-term implementation.)*

Policy 11.2 Oppose the establishment of offshore oil facilities along the Orange County coastline.
(Same as Policy 7.8.)

Action 11.2.1 Monitor the federal government's offshore oil leasing program to ensure that the impacts of the program on the coastal environment are known and considered. *(Ongoing implementation – short-to-long-term.)*
(Same as Action 7.8.1.)

Policy 11.3 Work with adjacent jurisdictions to resolve regionally based problems such as water quality, runoff and flooding, air space, and transportation/traffic congestion issues and to establish regional responses to open-space conservation and wilderness area access.

Action 11.3.1 Work with adjacent jurisdictions to find solutions to shared problems such as, but not limited to, traffic, air traffic, automotive noise, water quality, erosion, and slope stability. *(Short-to-long-term implementation.)*

Action 11.3.2 Work with the appropriate agencies to address and mitigate potential impacts of any proposed expansion of the toll road system. *(Short-to-long-term implementation.)*

Policy 11.4 Reevaluate the City's sphere of influence to determine ultimate physical boundaries and service area and pursue amending the City sphere to include El Moro.

Action 11.4.1 Amend the sphere of influence to add El Moro. *(Short-to-long-term implementation.)*

APPENDIX

LAND USE ELEMENT GLOSSARY

Abbreviations

BMR – Below-market rate dwelling unit
BSC – Building Site Coverage
CBC – California Building Code
CBD – Central Business District
CC&Rs – Covenants, conditions and restrictions
CDBG – Community Development Block Grant
CEQA – California Environmental Quality Act
CIP – Capital Improvements Program
COG – Council of Governments
DSP – Downtown Specific Plan
EIR – Environmental Impact Report (California)
EIS – Environmental Impact Statement (Federal)
FEMA – Federal Emergency Management Agency
FIRM – Flood Insurance Rate Map
HCD – Department of Housing and Community Development (State of California)
HUD – U.S. Department of Housing and Community Development
IBC – International Building Code
LAFCO – Local Agency Formation Commission
LOS – Level of Service
NEPA – National Environmental Policy Act
OCCOG – Orange County Council of Governments
PRD – Planned Residential Development
RHNA – Regional Housing Needs Assessment
UHC – Uniform Housing Code

Definitions

1. **Action** - An activity or strategy to be carried out in response to an adopted policy set forth to achieve a goal. Whenever possible, actions should be quantifiable and identify an implementation time frame.

2. **Affordable Overnight Accommodations** - Overnight visitor facilities—including, but not limited to hotels, motels, campgrounds, recreational vehicle parks and hostels—that offer low to moderate cost accommodation rates.

3. **Affordable Housing** – For-sale or rental housing that is made available at below-market prices. Income guidelines are determined on a county-by-county basis and are based on the median income for that county. HUD establishes five income categories for affordable housing: extremely low, very low, lower, median and moderate income. Each income category is adjusted based on the number of persons in the household from one to eight. To be affordable, housing must be rented or purchased at a cost of no more than 30% of a household's income (mortgage payment to include principal, interest, taxes, insurance and association dues).

4. **Agriculture** – Use of land for the production of food and fiber, including the growing of crops.

5. **Ambient** – Surrounding on all sides; used to describe measurements of existing conditions with respect to traffic, noise, air and other environments.

6. **Annex** – To incorporate a land area into an existing district or municipality, with a resulting change in the boundaries of the annexing jurisdiction.

7. **Architectural Features** – Projections or appurtenances on buildings that provide visual variation and/or relief but do not serve as living or working space.

8. **Artists' Joint Living and Working Unit** – A physically connected dwelling unit and working space, occupied and utilized by a single housekeeping unit, that has been structurally modified or designed to accommodate joint residential occupancy and working activity and includes: (a) complete kitchen space and sanitary facilities and (b) working space reserved for and regularly used by one or more occupants of the unit.

9. **Attainment** – Compliance with State and Federal ambient air quality standards within an air basin. *(See "Non-attainment.")*

10. **Base Flood** – In any given year, a 100-year flood, which has a 1% likelihood of occurring and is recognized as a standard for acceptable risk.

11. **Below-market rate** – 1) A housing unit specifically priced to be sold or rented to low or moderate-income households for an amount less than its fair-market value. Both the State of California and HUD set standards for determining which households qualify as "low-income" or "moderate-income." 2) The financing of housing at less than prevailing interest rates.

12. **Bicycle Lane (Class II Facility)** – A corridor expressly reserved for bicycles, existing on a street or roadway in addition to any lanes for use by motorized vehicles.

13. **Bicycle Path (Class I Facility)** – A paved route not on a street or roadway and expressly reserved for bicycles traversing an otherwise unpaved area. Bicycle paths may parallel roads but typically are separated from them by landscaping.

14. **Bikeways** – Bicycle lanes, bicycle paths and bicycle routes.

15. **Building Site** – A parcel or contiguous parcels of land established in compliance with the building site requirements of the Municipal Code. *(See expanded definition in Zoning Ordinance Section 25.08.004.)*

16. **Buildings with "Special Qualities"** – Buildings that have broad recognition in the community and may have one or more of the following "special qualities": 1) definitive architectural features or character; 2) listed on the City's historic inventory or register; 3) designed by a renowned architect; and 4) previously occupied by a renowned Laguna resident.

17. **Build-Out** – Development of land to its full potential or theoretical capacity as permitted under current or proposed planning or zoning designations. *(See also "Carrying Capacity.")*

18. **California Building Code** – California standard building code that sets forth minimum standards for construction.

19. **California Coastal Trail** - The California Coastal Conservancy's vision for a California Coastal Trail (CCT) is a continuous interconnected public trail system along the California coastline. While primarily for pedestrians, the Trail also accommodates a variety of additional user groups, such as bicyclists, wheelchair users, equestrians, and others as opportunities allow.

20. **California Environmental Quality Act (CEQA)** – A state law requiring state and local agencies to regulate activities with consideration for environmental protection. If a proposed activity has the potential for a significant adverse environmental impact, an environmental impact report (EIR) must be prepared and certified as to its adequacy before taking action on the proposed project.

21. **Capital Improvements Program (CIP)** – A program established by a City and reviewed by its Planning Commission that schedules permanent improvements, usually for a minimum of five years in the future, to fit the projected fiscal capability of the local jurisdiction. The program generally is reviewed annually for conformance to and consistency with the General Plan.

22. **Carrying Capacity** – Used in determining the potential of an area to absorb development: 1) The level of land use, human activity, or development for a specific area that can be accommodated permanently without an irreversible change in the quality of air, water, land, or plant and animal habitats. 2) The upper limits of development beyond which the quality of human life, health, welfare, safety, or community character within an area will be impaired. 3) The maximum level of development allowable under current zoning. *(See also "Build-out")*

23. **Central Business District (CBD)** – The major commercial downtown center of a community.

24. **Commercial Center** – A building or group of buildings designed as a planned development and used for commercial and related purposes.

25. **Commercial Use** – A business use or activity involving retail or wholesale marketing of goods and services. Examples of commercial uses include offices, retail shops and restaurants.

26. **Compatibility** – Orderly and harmonious integration and function and consistency with other elements in a system.

27. **Compatibility, Neighborhood** – Land planning, site design and building design that functions harmoniously with the neighborhood and/or surrounding area. New development

should be compatible with the existing development in the neighborhood and respect neighborhood character. Neighborhood character is the sum of the qualities that distinguish areas within the City, including historical patterns of development (e.g., structural heights, mass, scale or size) village atmosphere, landscaping themes and architectural styles.

28. **Complete Streets** - Street and roadway network that accommodates all users including pedestrians, bicyclists, public transit users, motorists, children, the elderly and the disabled.

29. **Conditional Use** – A land use that is not permitted by right but may be appropriate in a given zoning district under certain circumstances. The use may occur only upon approval of a Conditional Use Permit, pursuant to the procedures set forth in the Laguna Beach Municipal Code.

30. **Condominium** – A structure of two or more units, the interior spaces of which are individually owned while the balance of the property (both land and building) is owned in common by the owners of the individual units.

31. **Consistent with** – Free from significant variation or contradiction. The various diagrams, text, goals, policies and programs in the General Plan must be consistent with each other, not contradictory or preferential. The term "consistent with" is used interchangeably with "in conformance with." The courts have held that the phrase "consistent with" means "in agreement with; harmonious with." "Conformity" means "in harmony therewith or agreeable to" (Sec. 58 Ops. Cal. Atty. Gen. 21, 25 [1975]). California law requires that the General Plan be internally consistent and also requires consistency between a General Plan and implementation measures such as the Zoning Ordinance. As a general rule, an action program or project is consistent with the General Plan if, considering all its aspects, it will further the objectives and policies of the General Plan and not obstruct their attainment.

32. **Covenants, Conditions and Restrictions (CC&Rs)** – Restrictive limitations that may be placed on property and its use and usually are made as conditions of holding title or lease.

33. **Cumulative Impact** – As used in CEQA, the total environmental impact resulting from the accumulated impacts of individual projects or programs over time.

34. **Dedication** – The transfer of an interest in property by an owner or developer of private land for public use and the acceptance of land for such use by the governmental agency having jurisdiction over the public function for which it will be used. Dedications for roads, parks, open space, school sites, or other public uses often are made conditions for approval of a development by a City or County.

35. **Dedication, In lieu of** – Cash payment that may be required of an owner or developer as a substitute for a dedication of land and is referred to as an in-lieu fee. *(See "Exaction" and "In-Lieu Fee.")*

36. **Defensible Space** – In firefighting and prevention, a minimum 20-foot area of noncombustible surfacing separates urban and wildland areas. *(See the Safety Element for additional information.)*

37. **Density, Residential** – The number of permanent residential dwelling units per acre of land. Densities specified in the General Plan are in units per acre, rounded down. *(See "Intensity, building.")*

38. **Density Bonus** – The allocation of development rights that allows a parcel to accommodate additional square footage or additional residential units beyond the maximum for which the parcel is zoned in return for the long-term restriction of certain percentages of units for very-low- or low-income households or senior citizen households. *(See the Housing Element and California Density Bonus law for additional information.)*

39. **Design Review** – A discretionary review process adopted by the City that is intended to provide the following: 1) that development projects comply with the applicable standards and design guidelines and criteria; 2) that development projects focus on quality designs within a neighborhood context that results in creative design solutions for the City; 3) that development occur with an orderly and harmonious appearance, including associated facilities such as signs, landscaping and parking areas; 4) that public and private views are considered; 5) that public health, safety and general welfare throughout the City are considered; and 6) that there is effective implementation of the applicable General and Specific Plan policies that encourage the preservation and enhancement of the particular character and unique assets of the City.

40. **Endangered Species** – A species of animal or plant whose prospects for survival and reproduction are in immediate jeopardy from one or more causes. The City designates land that may contain endangered species as potentially containing "very-high-value habitat."

41. **Environment** – In CEQA, "the physical conditions which exist within the area which may be affected by a proposed project, including land, air, water, mineral, flora, fauna, noise, and objects of historic or aesthetic significance."

42. **Environmentally Sensitive Habitat Area (ESHA)** - The Coastal Act defines environmentally sensitive area as any area in which plant or animal life or their habitats are either rare or especially valuable because of their special nature or role in an ecosystem and which could be easily disturbed or degraded by human activities and developments.

43. **Environmentally Sensitive Lands/Resources** – Land or resources that have been identified in the City's General Plan as having one or more of the following characteristics: 1) high- or very-high-value biological habitat, as described in the Open Space/Conservation Element; 2) located on the oceanfront; 3) a City-mapped watercourse; 4) geologic conditions such as slide-prone formations, potentially active fault, inactive fault, landslide potential, liquefaction potential, and soft coastal headlands; 6) hillside slopes greater than 45%; 7) adjacent wildland area, which requires fuel modification; and 8) major or significant ridgelines.

44. **Erosion** – 1) The loosening and transportation of rock and soil debris by wind, rain, or running water. 2) The gradual wearing away of the upper layers of earth.

45. **Exaction** – A contribution or payment required as an authorized precondition for receiving a development permit; usually refers to mandatory dedication (or fee in lieu of dedication)

requirements found in many subdivision regulations. *(See "Dedication, In-Lieu," and In-Lieu Fee.")*

46. **Fair-Market Rent** – Residential rent, including utility allowances, determined by HUD for purposes of administering the Section 8 Housing Program.

47. **Fault** – A fracture in the earth's crust forming a boundary between rock masses that have shifted.

48. **Feasible** – Capable of being accomplished within a reasonable time taking into account economic, environmental, social, and technological factors.

49. **Flag Lot** – A lot, often irregular in shape, which provides little more street frontage than that required for access by a vehicle.

50. **Flood, 100-Year** – The magnitude of a flood expected to occur on the average every 100 years, based on historical data. The 100-year flood has a 1/100, or 1%, chance of occurring in any given year.

51. **Floodplain** – The relatively level land area on either side of the banks of a stream regularly subject to flooding. That part of the floodplain subject to a one percent chance of flooding in any given year is designated as an "area of special flood hazard" by the Federal Insurance Administration.

52. **Goal** – A general, overall and ultimate purpose, aim, or end toward which the City directs effort, as set forth in the General Plan.

53. **Ground Failure** - Includes landslide, lateral spreading, liquefaction, and subsidence.

54. **Ground Rupture and Shaking** – Ground movement caused by the transmission of seismic waves during a strong earthquake.

55. **Habitat** – The physical location or type of environment in which an organism or biological population lives or occurs.

56. **Habitat, High-Value** – As defined in the City's Open Space/Conservation Element, an extensive area dominated by indigenous plant communities that possess good species diversity. They are often but not always linked to extensive open-space areas within or outside of the City by traversable open-space corridors. Their faunal carrying capacity is good to excellent; many areas are utilized as bedding and foraging sites by mule deer or possess large resident populations of birds or native small mammals.

57. **Habitat, Very-High-Value** - As defined in the City's Open Space/Conservation Element, habitats of endangered, rare, or locally unique native plant species and areas of southern oak woodland and natural (not irrigation-augmented) springs and seeps. Among the very-high-value habitats inventoried are areas of significant rock outcrop exposures because of the assemblages of sensitive plan species that often occupy such settings. The general biotic

categories include coastal sage scrub, chaparral, grasslands, southern oak (or coastal live oak) woodland, rock outcrops, coastal bluff scrub, coastal strand and urban forest.

58. **Hazardous Material** – Any substance that, because of its quantity, concentration, or physical or chemical characteristics, poses a significant present or potential hazard to human health and safety or to the environment if released into the workplace or the environment. The term includes, but is not limited to, hazardous substances and hazardous wastes.

59. **Historic Preservation** – The preservation of historically significant structures in order to facilitate restoration and rehabilitation of such structure(s) to a former condition. Destruction or alteration of properties with historic significance, as identified in the City's historic resources inventory or historic register, should be avoided whenever possible. Special preservation consideration should also be given to any structure over 45 years old.

60. **Historically Significant** – Buildings and their settings, improvements, structures, objects, monuments, sites, places and areas within the City that reflect special elements of the City's architectural, artistic, cultural, engineering, aesthetic, historical, political, social and other heritage and/or character.

61. **Household** – All persons, related or unrelated, who occupy a single housing unit.

62. **Housing Unit** – As defined in the 2000 U.S. Census, a house, an apartment, a mobilehome or trailer, a group of rooms, or a single room that is occupied as a separate living quarters or, if vacant, is intended for occupancy as separate living quarters.

63. **Impact Avoidance** – The design and siting of new development in a manner that avoids potentially significant environmental impacts.

64. **Impact Fee** – A fee, also called a development fee, levied on a developer of a project by a public agency as compensation for otherwise-unmitigated impacts the project would produce. Government Code Section 66000, et seq., specifies that development fees shall not exceed the estimated reasonable cost of providing the services for which the fee is charged. To lawfully impose a development fee, the public agency must verify its method of calculation and document proper restrictions on use of the fund.

65. **Impervious/Impermeable Surface** – A surface through which water cannot penetrate, such as a roof, deck, road, sidewalk or paved parking lot. The amount of impervious surface increases with development and establishes the need for drainage facilities to carry the increased runoff.

66. **Inaccessible Area** – Open space, including legally subdivided lots that are not building sites, that is not accessible along the full property frontage from a street or road improved to the City's access standards. *(See "Building Site.")*

67. **Inclusionary Housing** – Provisions established by a public agency to require that a certain percentage of housing units in a new subdivision remain affordable to very-low-, low- and/or moderate-income households for a specified period. A fee may be paid in lieu of providing the required affordable housing, subject to City Council approval.

68. **Industrial** – The manufacture, production, and processing of consumer goods. "Industrial" is often divided into "heavy industrial" uses, such as construction yards, quarrying, and factories, and "light industrial" uses, such as research and development and less intensive warehousing and manufacturing.

69. **Infill Development** – Development of unimproved land in areas that are largely developed.

70. **Infrastructure** – Public services and facilities such as sewage-disposal systems, water-supply systems, other utility systems, schools, and roads.

71. **Institutional Uses** – 1) Publicly or privately owned and operated activities such as hospitals, convalescent hospitals, intermediate care facilities, nursing homes, museums, and schools and colleges; 2) churches and other religious organizations; and 3) other nonprofit activities of a welfare, educational, or philanthropic nature that cannot be considered residential, commercial, or industrial.

72. **In-lieu Fee** – Cash payment that may be required of a subdivider or property owner as a substitute for dedication of land or provision of low- and/or moderate-income housing. *(See "Dedication, In lieu of" and "Exaction.")*

73. **Intensity, Building** – For residential uses, the actual number or the allowable range of dwelling units per net or acre. For nonresidential uses, the allowable building intensity is determined based on the application of open space, setbacks, parking, and height restrictions required in that particular zoning district.

74. **International Building Code** – An international standard building code that sets forth minimum standards for construction.

75. **Issues** – Important, unsettled community matters or problems that are addressed by the goals, policies and actions set forth in the Land Use Element.

76. **Laguna Greenbelt** – A concept of the open-space area surrounding the City, which currently includes Laguna Coast Wilderness Park, Aliso and Wood Canyons Wilderness Park, Crystal Cove State Park and Laguna Laurel Ecological Reserve.

77. **Land Banking** – The purchase of land by a local government for use or resale at a later date. Banked lands have been used for development of low- and moderate-income housing, expansion of parks, and development of industrial and commercial centers.

78. **Landmark** – 1) A building, site, object, structure, or significant tree having historical, architectural, social, or cultural significance and marked for preservation by the local, state, or federal government. 2) A visually prominent or outstanding structure or natural feature that functions as a point of orientation or identification.

79. **Land Use Classification** – A system for classifying and designating the appropriate use of properties.

80. **Level of Service (LOS) Standard** – A standard used by government agencies to measure the quality or effectiveness of a municipal service such as police, fire, or library or the performance of a facility such as a street or highway.

81. **Level of Service (LOS) Traffic** – The amount of traffic that a roadway or intersection can accommodate, based on such factors as maneuverability, driver dissatisfaction, and delay. *(See Transportation, Circulation and Growth Management Element for additional information.)*

82. **Limited Use Overnight Visitor Accommodations** - Any hotel, motel, or other similar facility that provides overnight visitor accommodations wherein some or all of the units, rooms, lots or parcels or other segment of the facility may be sold to a subsequent purchaser who receives the right in perpetuity, for life, or a term of years, to the recurrent, exclusive use or occupancy of a lot, parcel, unit, room(s), or segment of the facility, annually or on some other seasonal or periodic basis, for a period of time that has been or will be allotted from the use or occupancy periods into which the facility has been divided and shall include, but not be limited to timeshare, condominium-hotel, fractional ownership hotel, or uses of a similar nature, as those terms shall be defined in the implementing regulations for this land use plan (when such regulations are certified).

83. **Liquefaction** – The transformation of loose, wet soil from a solid to a liquid state, often as a result of ground shaking during an earthquake.

84. **Local Agency Formation Commission (LAFCO)** – A commission within each county that reviews and evaluates all proposals for formation of special districts, incorporation of cities, annexation to special districts or cities, consolidation of districts, and merger of districts with cities.

85. **Local Coastal Program (LCP)** – A local government's (a) land use plans, (b) zoning ordinances, (c) zoning district maps, and (d) defined sensitive coastal resource areas, other implementing actions, which, when taken together, meet the requirements of, and implement the provisions and policies of the Coastal Act at the local level.

86. **Local Coastal Program Land Use Plan** – The relevant portion of a local government General Plan that details type, location, and intensity of land use, applicable resource protection and development policies and, where necessary, implementation actions.

87. **Lot Combination** – The combination of two to four parcels of land. Requires City Council approval of a Lot Line Adjustment application or the approval and recordation of a covenant to hold the subject properties as one building site.

88. **Low-Income Household** – A household with an annual income usually no greater than 80% of the area median family income adjusted by household size, as determined by a survey of incomes conducted by a city or a county or, in the absence of such a survey, based on the latest available eligibility limits established by HUD for the Section 8 housing program.

89. **Major Remodel** – Alteration of or an addition to an existing building or structure that increases the square footage of the existing building or structure by 50% or more; or

demolition, removal, replacement and/or reconstruction of 50% or more of the existing structure; greater specificity shall be provided in the Laguna Beach Municipal Code.

90. **Manufactured Housing** – Residential structures that are constructed entirely in the factory and that, since June 15, 1976, have been regulated by the federal Manufactured Home Construction and Safety Standards Act of 1974 under the administration of HUD. Manufactured housing includes "mobilehomes" and "modular units."

91. **Mixed-Use** – Properties on which various uses such as office, commercial, institutional and residential are combined in a single building or on a single site in an integrated development project with significant functional interrelationships and a coherent physical design.

92. **Mix of Uses, Balanced** – A mix of uses such as, but not necessarily limited to, commercial, office and residential that is compatible with the subject site or area.

93. **Moderate-Income Household** – A household with an annual income between the lower income eligibility limits and 120% of the area median family income adjusted by household size, usually as established by HUD for the Section 8 housing program.

94. **National Environmental Policy Act (NEPA)** – An act passed in 1974 establishing federal legislation for national environmental policy, a council on environmental quality, and the requirements for environmental impact statements, which are required for federal government projects or those that require federal funding.

95. **Neighborhood** – A contiguous area of similar properties as identified by the people living and working within it. A neighborhood may be delineated by its streets and boundaries and, in the case of an adopted zoning overlay, may include a map for planning purposes.

96. **Neighborhood Compatibility** – Land planning, site design and building design that function harmoniously with the neighborhood and/or surrounding area. New development should be compatible with the existing development in the neighborhood and respect neighborhood character. Neighborhood character is the sum of the qualities that distinguish areas within the City, including historical patterns of development (e.g., structural heights, mass, scale or size) village atmosphere, landscaping themes and architectural styles.

97. **Nexus** – A link between proposed development and associated fees, dedications or requirements to provide public improvements.

98. **Noise Attenuation** – Reduction of the level of a noise source using a substance, material, or surface such as an earth berm and/or a solid concrete wall.

99. **Non-Attainment** – The condition of not achieving a desired or required level of performance. Frequently used in reference to air quality. *(See "Attainment.")*

100. **Non-Conforming Use** – A use of a building or land that was in compliance with the Zoning Ordinance of a city or county on the date the use commenced, but due to a subsequent zoning amendment, is no longer in compliance.

101. **Oceanfront Bluff Edge or Coastal Bluff Edge -** The California Coastal Act and Regulations define the oceanfront bluff edge as the upper termination of a bluff, cliff, or seacliff. In cases where the top edge of the bluff is rounded away from the face of the bluff, the bluff edge shall be defined as that point nearest the bluff face beyond which a downward gradient is maintained continuously to the base of the bluff. In a case where there is a step like feature at the top of the bluff , the landward edge of the topmost riser shall be considered the bluff edge. Bluff edges typically retreat over time as a result of erosional processes, landslides, development of gullies, or by grading (cut). In areas where fill has been placed near or over the bluff edge, the original bluff edge, even if buried beneath fill, shall be taken to be the bluff edge.

102. **Oceanfront Bluff/Coastal Bluff -** A bluff overlooking a beach or shoreline or that is subject to marine erosion. Many oceanfront bluffs consist of a gently sloping upper bluff and a steeper lower bluff or sea cliff. The term "oceanfront bluff" or "coastal bluff" refers to the entire slope between a marine terrace or upland area and the sea. The term "sea cliff" refers to the lower, near vertical portion of an oceanfront bluff.

103. **Open-Space Land** – Any parcel or area of land or water that is essentially unimproved and devoted to an open-space use for the purposes of 1) the preservation of natural resources, 2) the managed production of resources, 3) outdoor recreation, or 4) public health and safety.

104. **Ordinance** – A law or regulation set forth and adopted by a governmental authority, usually a city or county.

105. **Overlay** – A land use designation on the General Plan Land Use Map or a zoning designation on a zoning map that modifies the basic underlying designation in some specific manner. An overlay zone is a special zone placed over an existing zoning district, part of a district, or a combination of districts that includes a set of regulations that is applied to the property within the overlay zone in addition to the requirements of the underlying or base zoning district.

106. **Parcel** – A portion of land under single ownership or under single control, usually considered a unit for purposes of development.

107. **Pedestrian Orientation** – Design qualities and elements that contribute to an active, inviting street-level environment. Commercial development design shall enhance and encourage pedestrian uses. Incorporation of articulated building masses, compact open spaces and courtyards, mixed-use developments, use of landscaping as part of design, and orientation to pedestrian access should be maximized.

108. **Performance Standards** – Zoning regulations that require the application of a particular set of standards of operation for certain uses. Performance standards provide specific criteria and may limit noise, air pollution, emissions, odors, vibration, dust, dirt, glare, heat, fire hazards, wastes, traffic impacts, and/or visual impacts of a use.

109. **Policy** – A specific statement of principle or of guiding actions that implies clear commitment to achieving a goal of the General Plan. A policy is a general direction that a city establishes prior to setting forth an action program.

110. **Planned Residential Development (PRD)** – A type of subdivision development characterized by comprehensive, detailed planning for a project as a whole that usually involves the clustering of dwelling units either as single-family detached or attached units, where the density does not exceed that permitted in the zone and where the subdivision is in compliance with the standards of development outlined in Municipal Code Chapter 21.14.

111. **Planning Area** – The area directly addressed by the General Plan. A City's planning area typically encompasses the City limits and potentially annexable land within its sphere of influence. *(See "Sphere of Influence.")*

112. **Planning Commission** – A body of five members appointed by the City Council in compliance with California law (65100), which requires the assignment of the planning functions of the City to a planning department, Planning Commission and City Council, as deemed appropriate by the City Council.

113. **Pollution, Non-Point** – Sources of pollution that are hard to identify and usually cover broad areas of land, such as emissions from automobiles or fertilizers and other refuse material that are carried from the land by runoff to the ocean.

114. **Pollution, Point** – In reference to water quality, a discrete source from which pollution is generated before it enters receiving waters, such as a sewer outfall, a smokestack or an industrial waste pipe.

115. **Public and Quasi-Public Facilities** – Institutional, academic, governmental and community service uses, either owned publicly or operated by nonprofit organizations, including private hospitals.

116. **Public or Municipal Services** – Services traditionally provided by local government, including water and sewer, roads, parks, schools, and police and fire protection.

117. **Recreation, Active** – A type of recreation or activity that requires the use of organized play areas including, but not limited to, softball, baseball, football and soccer fields, tennis and basketball courts and various forms of children's play equipment.

118. **Recreation, Passive** – A type of recreation or activity that does not require the use of organized play areas.

119. **Redevelop** – To demolish existing buildings and rebuild or to increase the overall floor area existing on a property or both, irrespective of whether a change in land use occurs.

120. **Regional** – Pertaining to activities or economies at a scale greater than that of a single jurisdiction and affecting a broad geographic area.

121. **Regional Housing Needs Assessment (RHNA)** – A quantification by a COG or by the HCD of existing and projected housing need by household income group, for all localities within a region.

122. **Rehabilitation** – The repair, preservation, and/or improvement of substandard housing.

123. **Rental Housing, Replacement** – Replacement rental housing is required with the conversion or removal of any rental housing as specified in the Housing Element. Replacement rental housing is the development of new rental housing on a vacant or underdeveloped site (e.g., an R-3 lot that is redeveloped from a single-family residence to three multifamily rental units). A property owner converting or removing rental housing may not designate a site that is improved with rental housing as replacement housing.

124. **Rental Housing Unit** – A dwelling unit that could be rented or leased for residential occupancy. The following dwellings are not considered "rental housing units" for which rental housing preservation policies would apply: 1) Single-family dwellings in any zone, provided that there are no other dwelling and/or commercial development on the same building site; 2) residential condominium units or any residential unit that is owned individually and located in a two- or multifamily development; and 3) second residential units approved pursuant to Zoning Ordinance Chapter 25.17 and those approved in conjunction with the annexation of South Laguna.

125. **Resident-Serving Uses** – Uses that serve the needs of a community's residents, including but not limited to shoe repair, tailoring, television repair, art supplies, dry cleaning/laundry facilities, florists, bookstores, pharmacies, pet grooming and supplies, restaurants, personal service shops such as beauty salons, grocery stores, theaters, medical offices, hospitals, churches, schools and libraries, senior and community service facilities.

126. **Rezoning** – An amendment to the map and/or text of a Zoning Ordinance to effect a change in the nature, density, or intensity of uses allowed in a zoning district and/or on a designated parcel or land area.

127. **Right-Of-Way** – A strip of land occupied or intended to be occupied by certain transportation and public use facilities, such as roads, railroads, and utility lines.

128. **Second Unit** – An attached or detached dwelling unit that provides complete and independent living accommodations and facilities for one or more persons on a parcel zoned for single-family residential use and ancillary to the main residential building. A second residential unit that conforms to the requirements of the Zoning Ordinance shall not be considered to exceed the allowable density for the parcel upon which such unit is proposed to be established and shall be deemed a residential use that is consistent with the General Plan and zoning designations for the subject parcel.

129. **Sensitive Resources/Sensitive Biological Resources** – Sensitive coastal, geologic, vegetation and wildlife, archeological and paleontological, visual, watersheds and watercourse resources, water quality and conservation, air quality, parks and trails, and natural hazards, as discussed in the General Plan Open Space/Conservation Element.

130. **Significant/Special Buildings** – Buildings and their settings, improvements, structures, objects, monuments, sites, places and areas within the City that reflect special elements of the City's architectural, artistic, cultural, engineering, aesthetic, neighborhood, historical, political, social and other heritage and/or character.

131. **Significant Trees** – Trees of large size, historical significance or unique appearance, some of which are listed on the City's Heritage Tree list or Candidate Heritage Tree list.

132. **Special Needs Housing** – Housing to meet need arising from homelessness or overcrowding, and purpose-built or supported housing for the elderly or disabled people or those requiring care.

133. **Specific Plan** – A tool authorized by Government Code 65450, et seq. for the systematic implementation of the General Plan for a defined portion of a community's planning area. A specific plan specifies in detail the land uses, public and private facilities needed to support the land uses, phasing of development, standards for the conservation, development and use of natural resources, and a program of implementation measures including financing measures.

134. **Sphere of Influence** – The probable physical boundaries and service area of a local agency, as determined by the Local Agency Formation Commission (LAFCO) of the County. *(See "Planning Area.")*

135. **Spot Zoning** – An amendment to the Zoning Ordinance and Map that violates sound principles of zoning and is characterized by the following: 1) Individuals seek to have property rezoned for their private use. 2) Usually the amount of land involved is small and limited to one or two ownerships. 3) The proposed rezoning would give privileges not generally extended to property similarly located in the area. 4) Applications usually show little or no evidence of, or interest in, consideration of the general welfare of the public, the effect on surrounding property (including adequate buffers), whether all uses permitted in the classification sought are appropriate in the locations proposed, or conformity to the comprehensive plan or to comprehensive planning principles (including alterations to the population density patterns and increase of load on utilities, schools, and traffic).

136. **Standard** – A rule or measure establishing a level of quality or quantity that must be complied with or satisfied. The Zoning Ordinance includes development standards to limit the size or placement of buildings on a lot.

137. **Subdivision** – The division of a parcel of land into defined lots, either improved or unimproved that can be separately conveyed by sale or lease and that can be altered or developed. "Subdivision" includes a condominium project as defined in Section 1350 of the California Civil Code and a community apartment project as defined in Section 1104 of the Business and Professions Code, which may be a one-lot subdivision for more than one unit.

138. **Sustainable Development** – Development that maintains or enhances equity, economic opportunity and community well-being while protecting and restoring the natural environment upon which people and economies depend. Sustainable development meets the needs of the present without compromising the ability of future generations to meet their needs.

139. **Trees, Significant** – Trees of large size, historical significance or unique appearance, some of which are listed on the City's Heritage Tree list or Candidate Heritage Tree list.

140. **Tsunami** – A large ocean wave generated by an earthquake in or near the ocean.

141. **Uniform Building Code (UBC)** – A national standard building code that sets forth minimum standards for construction.

142. **Uniform Housing Code (UHC)** – State housing regulations governing the condition of habitable structures with regard to health and safety standards and providing for the conservation and rehabilitation of housing in accordance with the Uniform Building Code (UBC).

143. **Utility Corridors** – Rights-of-way or easements for utility lines on either publicly or privately owned property.

144. **Very-Low-Income Household** – A household with an annual income usually no greater than 50% of the area median family income adjusted by household size, as determined by a survey of incomes conducted by a city or county or, in the absence of such a survey, based on the latest available eligibility limits established by HUD for the Section 8 housing program.

145. **Viable** – Capable of being successful or continuing to be effective.

146. **View** – A vista of features including but not limited to bodies of water, beaches, coastline, islands, skylines, ridges, hillside terrain, canyons, geologic features and landmarks. The term "view" does not mean an unobstructed panorama of these features.

147. **View Equity** – Achievement of a fair, reasonable, and balanced accommodation of views and competing obstructions (such as structures, trees and/or vegetation), privacy and the use and enjoyment of property. When reasonably possible and feasible, development, including its landscaping, shall be designed to preserve views from and sunlight to neighboring properties without denying the subject property the reasonable opportunity to develop, as described and illustrated in the City's design guidelines.

148. **Village Character** – The small-scale buildings, pedestrian orientation, rich variety of shops and services, eclectic mix of architectural styles, and sense of community that have traditionally characterized Laguna's downtown.

149. **Visitor-Serving Uses** – Uses that primarily serve the needs of community visitors and also serve the needs of a community's residents. Such uses include, but are not limited to, hotels/motels, restaurants, art galleries and other retail uses that emphasize tourist-related merchandise such as beach wear, hats, T-shirts, sunglasses, etc.

150. **Zoning** – 1) The division of a city or county, by legislative regulations, into areas or zones that specify allowable uses for real property and size restrictions for building within these areas. 2) A program that implements policies of the General Plan.

151. **Zoning, Inclusionary** – Regulations that increase the City's stock of affordable housing by requiring a percentage of housing in new subdivisions to be restricted to low- and/or moderate-income households for a specified period of time. In lieu of providing such

housing within a subdivision, the subdivider may pay a specified fee, subject to the approval of the City Council whenever it determines that the provision of such housing is economically infeasible.