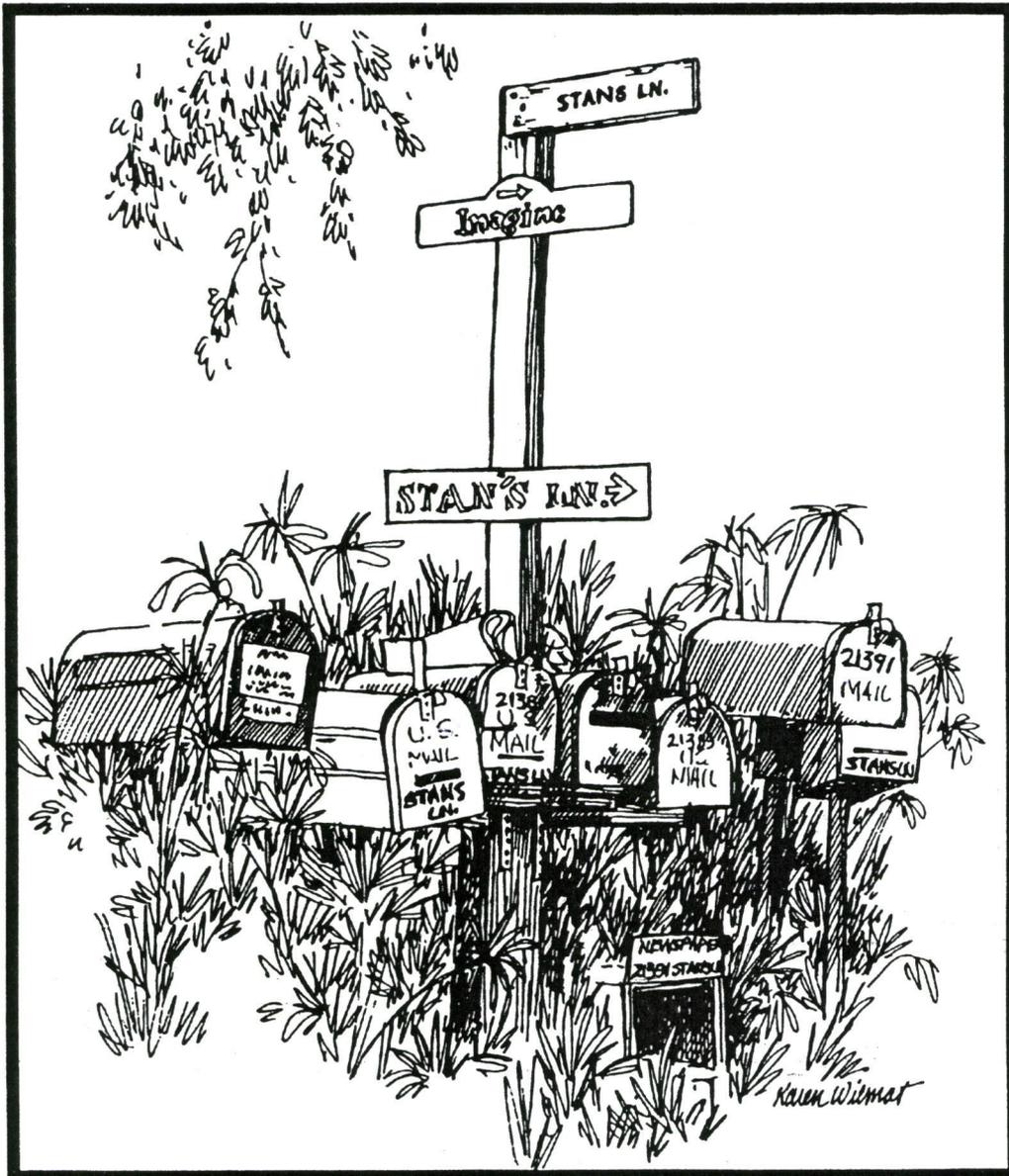


LAGUNA CANYON

ANNEXATION AREA



SPECIFIC PLAN

CITY OF LAGUNA BEACH

CITY COUNCIL

Ann Christoph, Mayor
Kathleen Blackburn, Mayor Pro Tem
Bob Gentry
Lida Lenny
Wayne Peterson

Kenneth Frank, City Manager

Adopted by Ordinance No. 1027, January 22, 1991
Amended by Specific Plan Amendment 93-01, May 10, 1994
Amended by Resolution No. 94.077, October 18, 1994
Amended by Ordinance No. 1433, December 2, 2003
Amended by Ordinance No. 1489, August 5, 2008

PLANNING COMMISSION

Norm Grossman, Chairman
Barbara Metzger, Chair Pro Tem
Dan Wooldridge
Paul Freeman
Douglas Reilly

DEPARTMENT OF COMMUNITY DEVELOPMENT

PARTICIPATING STAFF

Kyle Butterwick, Director
John Montgomery, Assistant Director
Chris Kreyman, Principle Planner
Kathy Lottes, Principle Planner
Ann Larson, Senior Planner
Liane Schuller, Associate Planner
David Ebeling, Associate Planner
Lori Kritzer, Administrative Secretary

**LAGUNA CANYON ANNEXATION AREA
SPECIFIC PLAN**

SECTION I: INTRODUCTION

SECTION I: INTRODUCTION

Laguna Canyon is one of the most picturesque natural environments remaining in Southern California. The unique natural setting of the Canyon, which offers numerous scenic vistas of hillside areas, inherently shapes the basic identity of the community. The Canyon, with its unique mix of residential uses, light industrial development and home occupations, is considered to be an important asset which contributes to Laguna's special qualities. While similar areas in once rural Orange County have disappeared due to encroaching urbanization and redevelopment, this portion of Laguna Canyon has retained much of its rural atmosphere. In order to maintain the integrity of this area, efforts must be made to protect the Canyon from ever increasing development in surrounding jurisdictions and from economic pressures that would result in inappropriate redevelopment.

Intent and Purpose of a Specific Plan

The City's Land Use Element sets forth the need for a Specific Plan for the Laguna Canyon area. In 1989, upon annexation of the area located between 20062 and 21056 Laguna Canyon Road, it was determined that traditional zoning for this area would not provide as effective a long-term planning program as would a Specific Plan.

Specific Plans are among the most powerful planning tools authorized by the California Government Code. Specific Plans are typically used for areas of special concern, for example, where unusual mixes of uses exist or where there are special environmental, economic or social conditions which need to be addressed. In contrast to conventional zoning, Specific Plans allow for more detailed regulations and can cover a broader scope of issues. In areas where joint public-private effort is needed, specific plans better coordinate the regulations governing private development with plans and ideas for public improvements.

The value of a Specific Plan is its adaptability to unique problems and issues. Specific Plans allow a local agency to tailor the plan to the particular needs of the study area. Moreover, Specific Plans establish a comprehensive approach to planning and development issues by integrating community goals and policies, development standards, and capital improvement programs under one document. This approach ensures consistency and compatibility in the administration and implementation of the document. The comprehensive nature of the Specific Plan combined with its unique orientation to localized conditions, makes this document a very useful and effective planning tool.

Legislative History and Authority

Section 65450 of the California Government Code allows local governments to prepare Specific Plans for the "systematic implementation" of the General Plan. In this context, the Specific Plan is a tool used to implement the provisions of General Plan goals and policies. The Government Code establishes certain minimum requirements that must be

addressed in a Specific Plan. These include a text and diagram that specify all of the following in detail:

1. The distribution, location and extent of the uses of land including open space within the area covered by the plan.
2. The proposed distribution, location and intensity of major components of public and private transportation, sewage, water, drainage, solid waste disposal, energy and other essential facilities proposed to be located within the area covered by the plan needed to support the land uses described in the plan.
3. Standards and criteria by which development will proceed and standards for the conservation, development and utilization of natural resources where applicable.
4. A program of implementation measures including regulations, programs, public works projects and financing measures necessary to carry out the provisions of the preceding three paragraphs.

The Laguna Canyon Annexation Area Specific Plan has been prepared in accordance with Section 65450 of the California Government Code. This Specific Plan offers a unique opportunity to combine zoning regulations, capital improvement programs with regard to sewers, flood control and beautification and other regulatory devices into one document tailored to the particular needs of the area.

Description of Planning Area

The physical boundaries of the Laguna Canyon Annexation Area Specific Plan are delineated in Exhibit A. The Specific Plan covers a portion of Laguna Canyon and is generally framed by Laguna Canyon Road to the north, Big Bend to the west, El Toro Road to the east and the Laguna Canyon ridgeline to the south. The City intends to eventually extend the document to include the entire Canyon area.

Relationship to General Plan and Coastal Plan

The Government Code requires an evaluation of the relationship between a General Plan and Specific Plan. The Laguna Canyon Annexation Area Specific Plan is intended to establish the framework and action plan to implement the goals and policies of the City's General Plan.

The Laguna Beach General Plan recognizes the unique character of the Canyon as exemplified in the following language from the Land Use Element:

The Canyon serves as a major gateway to the City and as a linkage between the Pacific coastline and the interior region. It supports a broad mix of land uses, including industrial uses intermixed with older residential uses and retail commercial businesses. The abundance of vacant land and under-utilized property within the Canyon has produced strong development pressures from land owners. Continued growth in the Canyon, however, may create new problems and/or exacerbate existing problems related to traffic and circulation, drainage, land use and aesthetics.

As demonstrated in the above extract, the Laguna Beach General Plan recognizes the need for a comprehensive planning program to address the unique issues associated with the Canyon area. The purpose of the Specific Plan is to provide the City with the ability to implement the objectives of the General Plan through a comprehensive planning program for the Canyon.

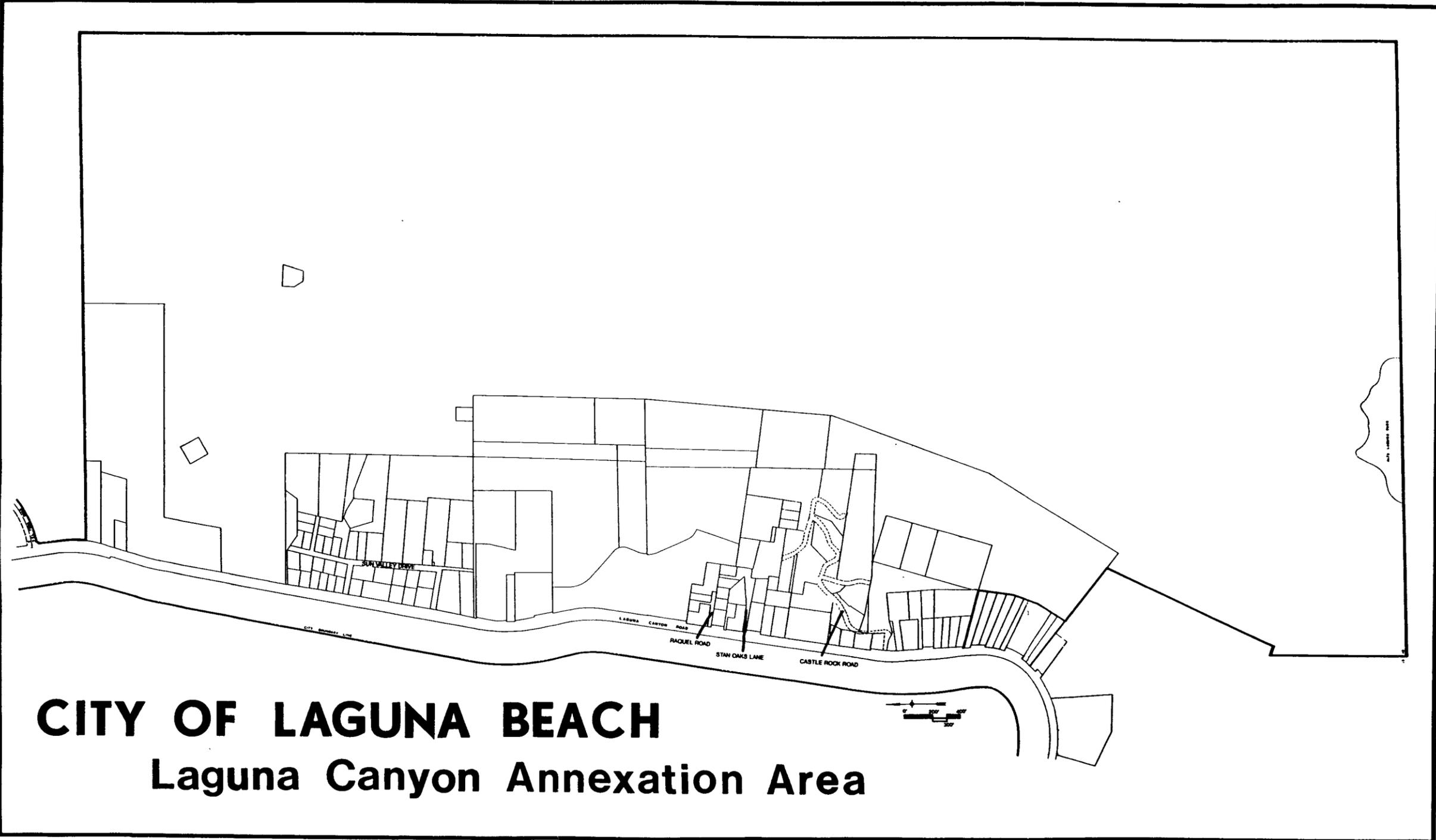
Citizen Participation

Public participation has traditionally performed a valuable function in the planning process, particularly in reflecting community values and goals. This participation adds quality and credibility to planning studies and engenders public understanding in support for such plans. Citizen involvement played an instrumental role in the early development of the Laguna Canyon Annexation Area Specific Plan. In fact, residents of the Laguna Canyon Annexation Area formulated their own Specific Plan, which is for the most part, contained herein.

Residents have, through a series of neighborhood meetings, requested that: 1) the area be allowed to continue as it now exists, 2) rural home occupations and horses be allowed, 3) hillsides be preserved as open space, 4) streets be either paved or unpaved and 5) there be a prohibition on street lights.

Organization of the Plan

The Laguna Canyon Annexation Area Specific Plan is organized into five separate sections. The first section introduces the document and explains the intent and purpose of the Plan. Section II describes the physical setting of the Canyon and provides the reader with a profile of the area's characteristics. Section III explains the issues within the planning area and sets forth the policy framework of the Specific Plan. These policies establish the City's philosophy and attitude about the Laguna Canyon Annexation Area. Section IV contains the zoning and land use plan map and text which identify and describe the distribution of land use categories in the Laguna Canyon Annexation Area. The detailed standards and regulations for development also appear in this Section. The Specific Plan concludes with Section V, an evaluation of the implementation program needed to achieve the goals and policies of the Plan.



CITY OF LAGUNA BEACH
Laguna Canyon Annexation Area

EXHIBIT A - PLANNING AREA

CITY OF LAGUNA BEACH

LAGUNA CANYON ANNEXATION AREA



EXHIBIT B - AERIAL PHOTOGRAPH

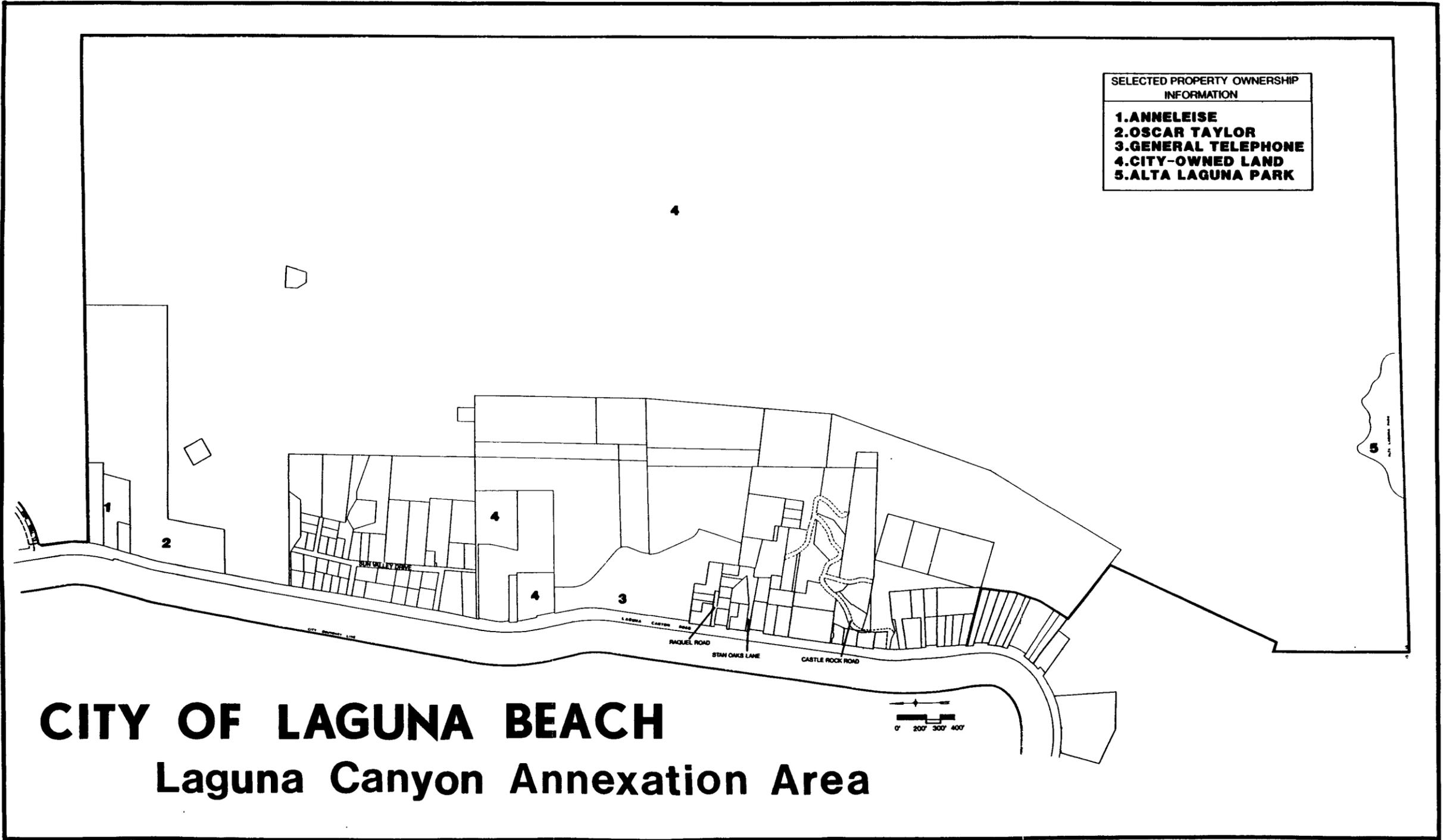


EXHIBIT C - SELECTED PROPERTY OWNERSHIP INFORMATION

SECTION II: PROFILE OF THE LAGUNA CANYON ANNEXATION AREA

SECTION II: PROFILE OF LAGUNA CANYON ANNEXATION AREA

Early History

A profile of the Laguna Canyon Annexation Area should begin with a broad overview of its early historical record. The following historical account has been compiled from a number of sources, including interviews with long-time residents and research of local history books.

Laguna Canyon has served as a major point of entry to the Laguna Beach area and has been inhabited by humans for over 5,000 years. Nick Magalousis, an archaeologist specializing in Native American Indians, indicates that the Gabrieleno tribe (or a closely related tribe) is considered to be the first to inhabit the Canyon area. Radiocarbon research verified human habitation as far back as 3,000 years B.C.¹

Mormon settlers moved to Laguna Canyon in 1876 from Utah and established an encampment at the intersection of Laguna Canyon Road and El Toro Road. For approximately 14 years, the Mormons were employed in the construction industry. In the early 1890's, the industry experienced a recession and the Mormons relocated to areas where construction jobs could be found. Interestingly, when they left the area, the Mormons took their houses with them. They put their houses on wheels and moved them to Tustin and El Toro.

Geographic boundary disputes, water rights and territorial gains were political issues in the early days of Laguna Canyon. A line down the center of Laguna Canyon served as the dividing line between the San Joaquin Land Grant (which later became the Irvine Ranch) and the Moulton Ranch. This boundary line ran through the center of the Laguna Lakes which resulted in both ranches having to share the natural water supply.

Water provides the basis for many historical anecdotes. For example, in 1907, Frank Richey, a bee keeper, located his home in Laguna Canyon at Sycamore Flats. In an effort to obtain water, he utilized a divining rod made from a willow branch and successfully located an underground stream along the road. He dug a well, installed a second hand pump and allowed people coming into Laguna to stop at the well for water. The pump was removed in 1945 and is the property of Richey family descendants.

In another instance, the Skidmore Brothers (circa 1914) installed piped water to the homes of Laguna Beach from Laguna Canyon. The enterprise stopped in 1926 because of repeated pipe failures. The pump house is still standing on Laguna Canyon Road, about 200 feet south of El Toro Road.

Another instance concerning water occurred in 1939 when Harry Hedges, a building contractor, sued a Mr. Miller about "ponding" of water in Laguna Canyon. Mr. Miller had allegedly placed non-porous fences in the natural watercourse. In 1960, Harry

¹ The First One Hundred Years in Laguna Beach, Merle and Mabel Ramsey, 1976.

Hedges sued Mr. Miller's son for the same "ponding." This case was tried in Riverside County because water damage law was not recognized in Orange County.

There are numerous rock formations and other topographical features that are considered historically significant within the Canyon area. Of local interest is one particular boulder found near El Toro Road and Laguna Canyon Road. The boulder has a message inscribed which reads as follows: "Remember H. Tischler, July 1860." It is thought that Mr. Tischler lived in an adobe house at this location.

There have been many interesting and historically significant residents of the Canyon.² The world famous, reclusive photographer William Mortensen made his residence at one of the homes located on the Anneliese property. Between 1932 and 1935, Mortensen founded and ran the Mortensen School of Photography. Mortensen's wife, Myrdith, was a Mack Sennett Studio starlet.

Another person of local interest is Tom Bird who owned a large hog ranch in the early 1930's. The ranch stretched from Laguna Audubon on El Toro to the Laguna Canyon Road intersection. In addition to his ranching duties, Tom was the local garbage collector. His Laguna Beach descendants still retain pieces of "pig-silver" Tom rescued from the garbage. His father owned the White House restaurant, another local landmark.

Other colorful individuals include the "Junk Yard" (now the "Pampered Pet") owners Charlie and Laura Peddicord who donned daily uniforms of bib overalls and pith helmets. Residents say that ninety percent of the yard's contents never seemed to be for sale and the other ten percent required an appointment for viewing.

In the early 1940's, Mr. and Mrs. Robert Kellog bought farmland in the Canyon across from the Laguna Art School. The Kellogs were half owners of the Laguna Beach-Santa Ana Stage Line. This bus line was later bought out by the California State Department of Transportation.

In 1949, W. J. West, a carpenter, bought property at the south end of Sun Valley Drive to accommodate his daughter's love for horses. His daughter, Loraine Hollingsworth, remembers the area as a wetland meadow and a walnut grove. She still lives on a portion of her dad's property with her daughter Andrea and granddaughter Estella.

In more recent years, the Canyon has provided a setting in which some of the social trends of the time have occurred: the search for alternative values and lifestyles, the rise of environmental concerns, and the resurgence of interest in crafts and art.

During December of 1970, Laguna Canyon provided the setting for an event which later became known as the "Christmas Day Happening." Residents tell the story that on Christmas day, drug-oriented flower children decided to have a love-in at Laguna Beach. The three-day affair saw thousands of young hippies, goats, dogs, horses and babies wandering up and down Laguna Canyon Road day and night in front of anxious Laguna

² Information provided by Dr. Rose Ekeberg, Canyon resident. July, 1990.

Canyon residents. Both North and South Coast Highway was barricaded to non-residents, as well as Laguna Canyon Road. After three days, helicopters appeared asking people to board buses and leave. Eventually, the Orange County police were called in and escorted the remainder out of town.

The Church of Religious Science bought approximately four acres of land near the El Toro/Laguna Canyon intersection and built a church in 1954. In 1980 Henry Gebhard, the church's minister, took a sabbatical to India and returned preaching the lessons of Bhagwan Shree Rajneesh. Gebhard's actions divided the church and all members of the Board of Trustees were asked to resign on September 3, 1981. Six of the Board members left, but Robert Birnbaum (now known as Swami Prem Amitabh) remained. Birnbaum refused to leave. He formed his own board and put Rajneesh in control of the site. A lawsuit immediately followed and the Church of Religious Science eventually lost the property to Bhagwan Shree Rajneesh in a 1982 Superior Court ruling.

The Bhagwan named the church "The Utsava Rajneesh Meditation Center" and appointed eight Rajneesh disciples, called sannyasins, to serve as caretakers. The Meditation Center was one of the last Rajneesh communes in America to close when the Bhagwan was arrested on fraud charges and deported to his native India in the fall of 1985. In 1986, the property was sold to Anneliese's Preschool Inc.³

In 1975, the City purchased the local SPCA facility to use as an animal shelter. The City allowed "The Friends of the Sea Lion" to establish a permanent home for the 150 harbor seals, sea lions and elephant seals treated annually. This facility is the only federally sanctioned, non-profit, volunteer marine mammal rescue, rehabilitation and education center in Southern California.

Laguna Canyon has long attracted independent-minded artisans. Artists' studios and craft production dot the Canyon area. T. Jefferson Parker, author of *Laguna Heat* and *Little Saigon* and artist, Jerry Rothman, are among the noted writers and artists living in the Canyon today.

In summary, the history of the Canyon has been colorful and dramatic. Its residents and property owners accept its eclectic land use pattern and somewhat rural lifestyle. They appreciate the diversity and uniqueness of where they live and wish to preserve it. Those who have wanted to change the Canyon lifestyle have, over time, given up, sold to heartier souls, and moved to other areas where zoning regulations assured a more traditional suburban lifestyle with paved streets, manicured lawns and street lights.

The Laguna Canyon Specific Plan Area has been described as "The Gateway Neighborhood" by two of its residents.

³ Los Angeles Times, January 28, 1986.

LAGUNA CANYON/THE GATEWAY NEIGHBORHOOD

“A steady stream of life passes by the doors of those that live in ‘the’ canyon. It’s always been like that. Indians walked the territory stretching alongside Laguna Canyon Road to their hunting camps. Cal Trans archaeologists digging in the greenbelt found ruins of a hunting village here. If the Indians returned today, they could still harvest fruiting Cholla and Laurel Sumac, Elderberry and Wild Buckwheat and their beloved White Sage which blankets the wild areas here.

At night our automobiles and delivery trucks pulling out of driveways light up the greenbelt illuminating groups of foraging deer or herds of cows. We see Mountain Lions, Bob Cats and foxes with kits there too. In our backyards runs Laguna Creek and it supports a steady stream of migratory birds, nesting ducks, hawks, Blue Heron and Owls, Quail and Turkey Buzzards. Coyotes use the creek as a pathway through the canyon too. And a different sort of pathway is provided by our miles-long bike lane in constant use by marathon runners, joggers and touring bicyclists.

The stage coach route through the canyon has been replaced with 38,000 cars passing daily and this fact has seen the neighborhood evolve into a mixture of homes, services, and businesses. From Roman Sign Studio on the south to El Toro Road on the north end, we are a wonderful individualistic mix, but cohesive in our neighborhood relations. We’re bound together by our environmental interests and our unique window on the stream-of-life that passes this gateway canyon.”⁴

Historical Perspective of Land Use Development

The Laguna Canyon Annexation area has developed in a rather unique and unorthodox manner with a fragmented jurisdictional pattern of City and County pockets. An important factor influencing this unorthodox development has been the issuance of “Use Permits” (also known as Use Variances) by the County which allowed uses not ordinarily permitted in the ascribed zones. The issuance of “Use Permits” resulted in commercial or light industrial uses being permitted in residential zones. The State Legislature outlawed the “Use Permit” practice in 1967.

It is important to note that the single-family residential use and those uses which might be termed a nuisance in more traditional residential areas of Laguna Beach have melded to create a unique, cohesive community inclusive of joint living and working arrangements, which the majority of residents wish to see preserved.

Another important factor influencing Canyon development resulted from County building inspection practices. According to the residents, the County building inspectors seldom came into the Laguna Canyon Annexation area and hence it became customary to build without a permit well into the 1960’s. This has resulted in a number of structures that may not be in compliance with building and safety codes.

⁴ Information provided by Susan Martinez and Beverly Inskeep; Laguna Beach residents. 1990.

Parcels in the Canyon are typically over 15,000 square feet in size. Because of their large sizes, many parcels support second-units which were originally built as cottages. These cottages were allowed to continue as guest houses or granny units under the previous County R-1 and A-1 zoning. Importantly, inadequate County records make the legal status of these structures difficult to determine.

During annexation hearings, residents raised concerns regarding the status of their uses and structures. It was recognized that County record keeping often did not include retention of building permits and use permits. As a consequence, structures that have been built in Laguna Canyon prior to annexation (July 1989), are generally “grandfathered” and accepted by the City. Exceptions to this policy concern structures that are substandard and present public health and safety concerns. The City’s policy is to abate illegal structures, uses or hazardous structures on a complaint basis only and this method of abatement will be extended to the Laguna Canyon Annexation Specific Plan Area to provide a consistent Citywide application of the law.

The area has not been the recipient of County-initiated, capital improvement projects. Typically, projects such as paved roads, sewer improvements, and street lights are completed with County tax dollars. Residents claim that their tax dollars were rarely spent to improve community infrastructure. In essence, residents saw little reinvestment back into their community. As a result, there are few urban amenities as found elsewhere in the County.

In addition to land use considerations, development in the Canyon is threatened by flooding and wildfires. Although these hazards will be discussed in later sections, it is important to note that much of the lower-lying flat portions of the Canyon are located within the 100-year floodplain. The City utilizes maps provided by the Federal Emergency Management Agency to evaluate development proposals in the Canyon area.

Because of the historical pattern of development, the rural atmosphere, natural hazards and Canyon environmental setting, the residents have developed a unique sense of community within their own localized neighborhoods. These distinct neighborhoods, which are described in the following section, are independent enclaves where residents have established, for the most part, a cooperative, working relationship.

Land Use and Zoning

Overview: The historic evolution of the Canyon area has created a diversified land use pattern that differs considerably from other parts of Laguna Beach. The original subdivision of the area did not result in the conventional, standardized lot sizes found in other areas of the community. As discussed previously, an array of uses has been allowed to co-exist.

The City’s General Plan Land Use Districts have been applied to the planning area. These Land Use Districts include: Open Space, Hillside Management/Conservation, Village Low Density, Public Recreation and Parks, Public Institutional and Industrial.

Many of the City's existing zone classifications have been applied to the Canyon Annexation area. Zoning includes Open Space, HM/C (Hillside Management/Conservation), R-1 (Low Density Residential), M1-B (Light Industrial), Institutional, and Recreational. There is also an overlay zone that allows Rural Home Occupations in certain residentially zoned areas.

Existing land use consists of a broad range of light industrial and commercial uses such as kennels, sign painting, landscape nurseries, fountain manufacturing and craft-related businesses. In addition, a large portion of the planning area is predominantly developed with single-family dwellings. Residential uses occur on the lower Laguna Canyon slopes and in areas directly adjacent to light industrial zoning. Light industrial uses occur primarily along Laguna Canyon Road and Rural Home Occupation types of uses are scattered throughout the planning area. The upper slope areas remain primarily in a natural state.

Nonconforming uses and structures exist throughout the Canyon area in the form of residential structures in industrial zones or older structures, which do not meet today's development standards.

Distinction of Neighborhoods: The Canyon has developed in a manner resulting in the creation of four distinct, geographically defined neighborhoods in addition to the mixed uses with frontage on Laguna Canyon Road. It should be noted, however, that the entire area is basically rural in feeling with no sidewalks or streetlights.

Laguna Canyon Road provides a single link between various neighborhoods in the Canyon. Streets within the neighborhoods range from narrow, winding hillside roads to wide, unpaved streets to unpaved roads scarcely wider than trails. Access to most neighborhoods from Laguna Canyon Road must pass over Laguna Creek. Such access is often over narrow bridges or culverts.

1. Castle Rock Neighborhood: This area is characterized by single-family dwelling units located on fairly large, hillside parcels. The homes are located along an often steep, narrow, winding road whose access is just east of the area of Laguna Canyon commonly known as Big Bend. While driving up Castle Rock, one feels as if driving along a mountain road much like one might find at Big Bear. The residents here like their feeling of isolation from the hurried atmosphere of the rest of Orange County. Some rural home occupation uses have been reported in this predominately residential area. The Jehovah's Witness Church is also located within the Castle Rock area.

2. Stan Oaks/Raquel Road Neighborhood: This area is located behind existing, light industrial uses along Laguna Canyon Road. The neighborhood consists of large and small residential and rural home occupation uses, within either the residence or in an accessory building. Many of the homes are newer hillside developments built within the last 15 years. This neighborhood is served by several narrow roadways that provide the homeowners with a feeling of rural seclusion.

3. Sun Valley Drive Neighborhood: This area is located mostly on the flat land portion of the Canyon nearest to its junction with El Toro Road. The Sun Valley Drive Neighborhood is bordered by Laguna Creek, which provides both food and water for numerous forms of small native wildlife. Laguna Creek is one of the few sources of year-round fresh water. There are numerous crowdads and wild blackberries in the area.

This neighborhood presents the most widely varied number of land uses implemented within the Laguna Canyon Annexation Specific Plan Area. Aside from residential uses, some of the commercial enterprises include a nursery school, a stable, a small animal hospital, a kennel and various craftsmen. Also located within this area are private stables and a number of artists' studios. These non-residential uses are usually based within the residence itself or in an accessory building adjacent to the residence.

The area is served for the most part by wide, unpaved streets with a few narrow, unpaved roadways to existing hillside residences. Sun Valley Drive itself is accessed from Laguna Canyon Road by two wooden bridges which span Laguna Creek.

4. Stan's Lane Neighborhood: This area is located on a gravel road east of the Sun Valley area and west of the DeWitt property. It primarily consists of residential uses and some commercial enterprises which could be considered home occupations.

5. Laguna Canyon Road Properties: These properties include a mixture of residential, service, and light industrial uses. The area fronts Laguna Canyon, the historical gateway to the City. Front yards are shared by the thousands of people who travel the road by car, bike and foot. Just beyond the public thoroughfare is the view of miles of open space providing a unique mix of urbanization alongside wilderness expanse.

Lot Configuration and Ownership Patterns. Early subdivision activity in Laguna Canyon took place primarily between 1887 and 1935. The lot configuration found today in the Canyon is largely the result of that early subdivision activity.

Within the Planning area, there are almost 100 lots held by about 50 property owners. Lot sizes range between 6,000 square feet up to three hundred acres.

Properties held under public ownership are primarily large, open space, hillside properties and include the DeWitt property, the abandoned City dump site, the Alta Laguna Acquisition/Carma-Sandling Property and the Animal Shelter.

Parking and Circulation. Most of the streets and bridges in Laguna Canyon are privately owned and do not meet current City standards. Many roads are unimproved and have no curbs, gutters or sidewalks. This condition, however, has not created access problems to existing residents. There are no street lights, with the exception of those along Laguna Canyon Road.

Laguna Canyon Road is the principal arterial providing access to the area and has a traffic volume which is often in excess of capacity. The significant amount of traffic on

Laguna Canyon Road presents ingress and egress constraints when accessing property within the planning area.

The California Department of Transportation has attempted to widen Laguna Canyon Road as recently as 1988. This plan has met with considerable citywide opposition and was denied by the California Coastal Commission. The widening would have resulted in a significant loss of natural vegetation and landscape features, adversely impacting the Canyon environment.

Laguna Canyon Road has been designated by both the City and the County as a rural scenic highway. This designation creates special aesthetic considerations when new development is proposed.

Landscape Features and Open Space Lands

The Canyon is marked by significant landscape and open space features. Steep, undeveloped hillsides define both sides of the Canyon while the low lands, where undeveloped, are rich with natural, mature vegetation. Most of the Specific Plan area consists of large parcels which present a unique opportunity to maintain open space areas and wildlife preserves. Many of the undeveloped parcels are owned by the City which further supports their preservation as open space lands.

Natural vegetation and wildlife habitats are abundant throughout the Canyon area. Although it will be necessary to conduct a detailed biological survey, (a task which is addressed in the Implementation Section of this document) some plant species were identified by Eric Jessen in a 1972 study. These species are identified on Table 1.

More than forty species constitute the plant community. Though residential, commercial and manufacturing, and agricultural encroachments have significantly changed the Canyon flood plain and the middle and upper northeast slopes, there are areas where the habitat is relatively undisturbed.

Analysis of the habitat area existing in the Canyon indicates a local relief of 700 feet, perennial stream activity (though the lower stream is now in a conduit), and the following soil-types progressing upstream: Salinas sandy loam (Sm) and Rough broken land (Rb).

Analysis of native vegetation for the entire Canyon (in excess of 30,000 feet in length) indicates the presence of both tree and shrub life forms achieving great size. Both evergreen and deciduous trees are present and have small, medium or broad leaves of membranous or succulent texture. Shrub coverage is very lush and continuous in the tributaries, and continuous in the riparian area (wherever undisturbed as described above).

TABLE 1
LAGUNA CANYON VEGETATION⁵

<i>Platanus racemosa</i>	Western Sycamore
<i>Quercus agrifolia</i>	Coast Live Oak
<i>Salix lasiolepis</i>	Arroyo Willow
<i>Photinia arbutifolia</i>	Toyon
<i>Sambucus mexicana</i>	Elderberry
<i>Malacothamus fasciculatum</i>	Bush Mallow
<i>Rhus laurina</i>	Laurel Sumac
<i>Solanum Douglasii</i>	Lavender Solanum
<i>Solanum Xantii</i>	White Solanum
<i>Nicotiana Clevelandii</i>	Wild Tobacco
<i>Phragmites communis</i>	Carrizo Grass
<i>Rhus integrifolia</i>	Lemonade Berry
<i>Eriogonum fasciculatum</i>	California Buckwheat
<i>Artemisia californica</i>	Sagebrush
<i>Salvia mellifera</i>	Black Sage
<i>Encelia californica</i>	Bush Daisy
<i>Erigeron glaucus</i>	Seaside Daisy
<i>Mimulus longiflorus</i>	Mimulus
<i>Anemopsis californica</i>	Yerba Mansa
<i>Brodiaea torreyi</i>	Brodiaea
<i>Lactuca canadensis</i>	Wild Lettuce
<i>Madia elegans</i>	Tarweed
<i>Marah macrocarpus</i>	Wild Cucumber
<i>Neavita</i>	Neavita
<i>Orthocarpus</i>	Owel Clover
<i>Phacelia hispida</i>	California Blue Bell
<i>Dudleya virens</i>	Dudleya
<i>Opuntia occidentalis</i>	Prickly Pear Cactus

The following are cultivated plants which grow in the Canyon and are a result of human occupancy and agricultural activity:

<i>Ceratonia siliqua</i>	Carob
<i>Eucalyptus citriodora</i>	Lemon-scented Gum
<i>Grevillea robusta</i>	Silk Oak
<i>Salix babylonica</i>	Weeping Willow
<i>Schinus molle</i>	California Pepper
<i>Tropaeolum</i>	Nasturtium

The following could be considered invasive plants:

<i>Cytisus canariensis</i>	Scotch Broom
<i>Ricinus communis</i>	Caster Bean
<i>Foeniculum vulgare</i>	Fennel
<i>Atriplex semibaccata</i>	Salt Bush
<i>Brassica campestris</i>	Field Mustard
<i>Cortaderia selloana</i>	Pampas Grass

⁵ Open Space in Laguna, Eric Jessen. 10 January 1972.

Public Infrastructure and Utilities

The following information is a summary of utilities available to Canyon residents:

1. **Sewage Disposal:** Only some structures within the Specific Plan area are connected to the City's sewage system. The remaining structures are served by on-site septic tank/leaching field systems. The City sewer line lies within the right-of-way of Laguna Canyon Road.
2. **Water:** The area is served by the Laguna Beach County Water District (LBCWD).
3. **Natural Gas:** The Southern California Gas Company provides natural gas service to portions of the planning area; many residents utilize propane brought in by truck.
4. **Electrical Services:** The Southern California Edison Company provides electrical service to the residents of the area.
5. **Cable Television:** Cable Television is available to residents with service supplied by the Cox Communications.
6. **Drainage:** The storm drainage system is inadequate. The responsibility for storm drainage management lies jointly with the City and the County of Orange (see the floodplain discussion under Environmental Hazards).

Intergovernmental coordination is required for multi-jurisdictional projects such as flood control and transportation improvements.

Environmental Hazards

The Laguna Canyon Annexation Area is subject to certain environmental hazards, such as flooding and canyon wildfires.

Flooding. Laguna Creek, which drains a 5,900-acre water shed, is the major watercourse through the City. The total drainage area is about six miles in length and averages about 1.4 miles in width. It serves as a drainage channel for the El Toro watershed area as well. Nearly 80 percent of the watershed is characterized by a wide, hilly basin. The basin, in turn, funnels into a well-defined, narrow canyon which eventually opens onto the coastal floodplain. Most of the lower, flatter canyon area is within that coastal floodplain.

Despite the Laguna Canyon flood control channel which exists south of the General Telephone Facility, flood damage to the Canyon area could be substantial during years of high rainfall. Laguna Creek is capable of carrying runoff from less than a 5-year storm. Since some of the planning area is within the 100-year floodplain, it is evident that the present storm drainage system provides very inadequate flood protection.

The 100-year storm represents the amount of run-off that would be produced by a storm that has a one-percent chance of occurring in any given year, or that would occur on an average once every 100 years. The flooding produced from a 100-year storm, termed the “base” flood, is the flood level used in flood hazard planning.

Further impacting the carrying capacity of Laguna Creek is upstream development located outside the City’s jurisdictional boundaries. Since the completion of residential development projects such as Laguna Audubon and Canyon Hills, residents of the planning area have witnessed Laguna Creek overflows with increased frequency.

There are two approaches to addressing the flooding problems in Laguna Creek. One is to increase the channel capacity through improvements to the channel itself. A second approach is to build a series of upstream retention basins in order to reduce the flow to levels that are consistent with the existing channel capacity. The first approach, increasing the channel capacity, presents potentially significant problems with increased beach erosion and destruction of riparian and marine habitats.

Flood History. The following historical account demonstrates the critical problem of flooding in Laguna Canyon.⁶

Flood of 1937

A total of 5.59 inches of rain was recorded at Laguna Beach during a two-day storm. The damage during this flood was extensive. This flood started the deeply cut channel now present in the Canyon. Houses were damaged, part of PCH was washed out and considerable erosion took place.

Flood of 1938

Rain had been falling for many days before this flood occurred. The peak discharge recorded at the Forest Avenue bridge was 1,500 cfs (cubic feet per second). Direct damage caused by this flood was estimated at more than \$20,000 (in 1938 dollars) and was located mainly in the Specific Plan area.

Flood of 1941

A total of 2.63 inches of rain was recorded during a 1-day storm. Homes were undermined and at least one home fell into the watercourse.

Flood of 1966

The flood occurred during a 6-day storm, the peak occurring when 2.10 inches of rain fell during a 1-day period on previously soaked ground. There was much property damage and erosion.

⁶ Historical flood information provided by Sandy Lucas, Sun Valley Drive resident. July, 1990.

Flood of 1969

A total of 16.96 inches of rain was recorded during a two month period. Extensive damage to structures in the Big Bend area occurred during two separate flooding incidents. The whole side of Laguna Lake Three went out causing a wave effect during the flood which picked up at least two horses and deposited them, dead, in the backyards of people in the Sun Valley neighborhood. The water filled some of the homes in neighborhoods along Laguna Canyon Road to a depth of 18 feet and fences and sheds were torn out and deposited further downstream as far as Main Beach. Ditches were created about 10 feet deep and about 20 feet wide.

Flood of 1978

This flood occurred after a long rainy season. The crest of water hit about 3 to 4 o'clock in the morning. The block wall of the church by El Toro Road was crushed and carried downstream into the homes and businesses. The mud and debris left in some of the homes was two to four feet deep. Some people opted to open their front and rear doors so the water could just flow through.

In one of the homes filled with water, the circuit breakers had not been turned off so the water became electrically charged. During the confusion and onrush of water, the mother ran out of the house leaving her two-year old baby on the couch. Their dog went back into the house and was electrocuted when it touched the water. One of the neighbors finally went in and rescued the baby from the floating couch.

This flood created thousands of dollars worth of damage all along the flood plain.

Flood of 1980

This flood occurred after the ground had been saturated with long heavy rains. The widening of Laguna Canyon Road and changes in the run-off rates could have contributed to the destruction of many properties. During this flood, homes again filled with water as high as three to four feet. The animal hospital had water flowing past so rapidly that it undermined the pilings and the hospital was almost lost into the rushing waters. Major work was needed to fill in under the hospital to stabilize it. The creek was eroded to 12 feet deep and to its present width.

Flood of 1983

The new channel was being built in lower Laguna Canyon during this flood. The homes in the canyon were filled with mud and debris, and as with the other floods, Laguna Canyon Road was closed off. The sudden rush of water caught many people in their cars. Lifeguards came out to help people from their cars and to keep people from drowning.

Since 1983 it has been relatively dry, but when it has rained the neighborhood has noticed that the water comes down the creek higher and faster during smaller storms than in previous years. When consulted, hydrologists have attributed this increase to intensive upstream development and encroachment into the wetlands which would normally act as a sponge absorbing water.

It is important to monitor development activities outside of the City's jurisdiction so that drainage patterns are not further impacted. In areas that contribute to this flood plain, development should be restricted.

Attempts to mitigate drainage impacts from upstream development consist of devices such as retention basins. It has been reported that the Aliso Viejo retention basin (the only such basin to be built) does not function as required resulting in increased run-off.

Wildfires. A large portion of the planning area is adjacent to an area of extreme fire hazard. This designation is attributed to the large expanse of vacant hillside land which supports heavy brush and vegetation. The area is susceptible to a fast-spreading wild land fire.

Geology. Geological hazards are likely to exist in the planning area and the steep slopes and soil conditions present related concerns. Additional study will be required.

SECTION III: ISSUE STATEMENTS AND POLICIES

SECTION III: ISSUE STATEMENTS AND POLICIES

Introduction

As described in this section and elsewhere in this document, the Laguna Canyon Annexation Area contributes to the uniqueness of Laguna Beach. The policies established for the Canyon planning area serve as guidelines for decision making and indicate direction, priorities and a vision for the future.

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

This section provides a discussion of the specific issues that the Laguna Canyon Annexation Specific Plan addresses. Each discussion or issue statement is followed by a statement of goals and a series of policies designed to achieve those goals.

Topic 1: Rural Atmosphere

While other similar rural areas in the County have disappeared due to encroaching urbanization or redevelopment, the Canyon area has retained much of its isolation and rural atmosphere. Increasing land values will create additional pressure to develop or redevelop at a higher density that now exists. Policies and appropriate implementing actions are necessary to preserve the rural character of Laguna Canyon and to encourage a small, rural scale of development.

Many of the area's roadways do not meet the City's zoning code stipulation that a legal building site must abut and have the right to the use of a street improved to subdivision standards (paved to an appropriate width), or be a sixteen-foot paved access way of record. Consequently, road improvements including paving, and installation of curb, gutter and sidewalk, would normally be required as a part of development approval.

It is recognized throughout this Specific Plan that the existing roadways and their relative lack of improvement, contribute to the rural character of the Canyon annexation area. In cases where issues of public health and safety do not override, it is possible to maintain the existing character of the roads through the issuance of a variance from pavement and gutter requirements. In addition, the nonconforming chapter of the Zoning Code could be modified and applied to the Specific Plan area; this exception could allow additions of up to 50% to existing structures without the requirement to obtain a variance of nonconforming street access. In this way, the rural character of the area could be preserved while also maintaining the City's health and safety standards.

It should be further noted that a paved asphaltic surface increases water run-off due to imperviousness and could impact the existing drainage problems. Because of this, it may

be desirable to utilize alternative surfaces. An all-weather surface could be used that supports the weight of emergency vehicles while allowing a certain level of absorption.

Goals

A. Preserve and enhance the rural character of the Laguna Canyon Properties area.

B. Balance the need for street improvements against the objective to protect the existing rural character of the Canyon annexation area.

Policies

1. Ensure that proposed land uses in the Laguna Canyon Annexation area have a rural character.
2. Provide staff reports to the Design Review Board on significant projects in the Canyon area.
3. Require the preservation of ridgelines and encourage the preservation of undeveloped hillside slopes and existing open space.
4. Require that new development along Laguna Canyon Road provide landscaping to improve the scenic quality of the Canyon. The planting of native oaks, sycamores, and eucalyptus and shrubs should be encouraged to screen new development from Laguna Canyon Road.
5. Exclude new development from the City's requirements for curbs, gutters and sidewalks where appropriate. In an effort to alleviate drainage problems and to preserve the rural character, permeable or impermeable surfacing of roads will be allowed; a rolled berm might be required.
6. Exclude new development from the City's requirements for street lights (with the exception of Laguna Canyon Road).
7. Acquire additional open space land through dedication, purchase and open space easements.
8. Encourage owners of existing and proposed building sites which support mature trees and other vegetation to properly care for and preserve such habitats.
9. Allow horses subject to an administrative use permit.
10. Require that any development be of small-scale in order to maintain the rural character of the Canyon.

11. Allow additions up to 50% to existing structures in residential zones without requiring a variance for access where street access is nonconforming.

Topic 2: Rural Home Occupations

The historical development pattern of the Canyon has placed residential uses in close proximity to light industrial uses. These uses, over time, have melded together and currently coexist compatibly. As an off-shoot from this historical development pattern, joint living and working uses have emerged in certain areas adjacent to the industrial zone. These joint uses are now referred to as Rural Home Occupations. Rural Home Occupations existing and as operated at the time of the annexation were considered to be compatible with surrounding uses.

The Rural Home Occupation provisions permit certain commercial and light industrial uses in conjunction with residential uses subject to conditions that ensure compatibility with the underlying residential character of the neighborhoods.

The provisions of the Specific Plan are intended to protect the right of the residents to engage in home occupations that are harmonious with the area, to protect existing rural home occupation uses and to reduce traffic generation of Laguna Canyon Road by permitting residents to work at their homes.

Goal: Provide Canyon residents with the opportunity to engage in Rural Home Occupations.

Policies

1. Preserve existing rural home occupations that continue to be compatible with surrounding uses.
2. Ensure that new home occupations are compatible with surrounding residential uses.

Topic 3: Light Industrial Uses

The County zoned certain properties along Laguna Canyon Road for industrial uses. The County's industrial zone allowed for intensive industrial uses which were found to be unacceptable to Canyon residents. The City's M-1A zone was also found to be too intensive and could have created land use compatibility problems due to the proximity of residential neighborhoods.

The residents recommended that a more restrictive zone be developed for properties previously zoned for intensive industrial uses. In response to this interest, a new zone has

been established (M-1B Zone) which allows a mixture of light industrial activities and residential uses.

Goal: Maintain a land use pattern which responds to the historical development pattern of residential and industrial uses.

Policies

1. Ensure that industrial development in Laguna Canyon is compatible with surrounding residential uses.
2. Require new light industrial uses to provide landscaping to improve the scenic quality of the Canyon. Encourage the planting of native vegetation to screen these uses from Laguna Canyon Road and to provide a buffer for adjacent residential, agricultural, recreational and open space areas.

Topic 4: Biology and Habitat

Detailed information on biological resources and wildlife habitat was unavailable at the time this document was created. As information is acquired through detailed biological surveys, additions will be made to this section.

Goal: Preserve and enhance significant biological resources and wildlife habitats.

Topic 5: Natural Hazards

The Specific Plan area is located in the Laguna Canyon and El Toro Canyon watershed area and located along a natural watercourse which drains the watershed area. Floods causing significant damage have occurred within the past 20 years as detailed in Section II. The channel extending from El Toro Road to just north of Stan Oaks is capable of holding as little as 200 cfs (cubic feet per second) causing extreme danger to the residents from potential flooding. The City's Flood Damage Prevention Ordinance is applicable to all areas located within a 100-year flood plain. The ordinance and its associated map ensure that mitigation is provided for any development in the flood plain. The flood plain, as it exists in Laguna Canyon, is identified on the map provided at the end of this section.

As discussed in Section II under Environmental Hazards, a large portion of the Specific Plan area is adjacent to an area of extreme fire hazard. This hazard is intensified by a large expanse of vacant hillside land which supports heavy brush and vegetation and is thus susceptible to fast-spreading wildland fires. Due to the extreme danger of wildland fires, the City has adopted fuel modification provisions which, when implemented, substantially decrease the threat to human life. In addition to the existing provisions, fuel

modification techniques should be developed for uphill conditions existing in Laguna Canyon.

Because existing information is inadequate, geologic hazard mapping of the planning area is needed. This information can either be prepared by the City, if funds are available, or required as part of development review.

Goal: Develop land use regulations and controls which decrease the dangers of wildland fires and flooding.

Policies

1. Actively and aggressively pursue flood protection for the Laguna Canyon Annexation Area.
2. Promote the use of fire protection techniques (such as appropriate building materials, protective devices and fuel modification).
3. Encourage residents to clear brush and weeds for a distance of at least thirty-five feet from the exterior of their homes.
4. Identify areas with geographic hazards so appropriate policies can be applied.

Topic 6: Sewer Services

A majority of the residential uses and many of the light industrial uses are still on septic tank sewer systems. This often results in health hazards and possible ground water contamination. Upon annexation of the area to the City of Laguna Beach, properties became eligible to connect to the City's sewer system.

During annexation hearings, an implementation program was adopted that provided incentives to property owners for sewer connection. This program will alleviate the health, safety and environmental degradation problems associated with septic tanks.

Goal: Extend sewer service to all structures within the Laguna Canyon Annexation Area.

Policies

1. Encourage the extension of sewer lines to existing development and building sites within the area, thereby alleviating the possibility of downstream pollution.

Topic 7: External Growth Pressures

Laguna Canyon is physically separated from surrounded unincorporated lands due to the presence of the San Joaquin Hills which rise abruptly from the coastal plain and create natural topographic barriers limiting growth and expansion of the community. Despite the natural constraint to development such as inaccessibility due to steep terrain, the City has been impacted by significant development pressures in its surrounding areas.

Secondary effects of external growth are those conditions which originate outside the City but ultimately impact the community. These may include regional air quality, runoff and drainage problems within the Laguna Canyon watershed and scenic resource degradation and habitat destruction. Additionally, any development located in near proximity to the City will result in circulation and traffic impaction to Laguna Canyon Road which is known to operate often in excess of capacity.

The City maintains limited control over the effects of exterior growth, due to the absence of direct jurisdictional responsibility, but is in the position to anticipate and plan for the effects of such growth as a means to avoid unnecessary disruption to the Canyon residents. Measures which may be available to alleviate the impacts of external growth include flood control devices.

Goal: Minimize the effects of development located beyond the City's geographic boundaries.

Policies

1. Monitor activities of adjacent jurisdictions regarding traffic and drainage impacts.
2. Discourage development within the Laguna Greenbelt segment of the City's total planning area.

SECTION IV: LAND USE

SECTION IV: LAND USE

Introduction

The Laguna Canyon Annexation Area has distinct geographic areas which require special land use regulations. The intent of the Laguna Canyon Annexation Area Specific Plan is to promote, preserve and enhance these areas through zoning provisions which provide for particular land uses and development standards appropriate for each area. These regulations are intended to implement the goals and policies of the Specific Plan text (Section III). The goals and policies together with the zoning regulations contained herein form the development regulations for the Specific Plan Area. All other ordinances and sections of the Laguna Beach Municipal Code shall also apply to the Canyon Annexation Area, unless the standards are inconsistent with the provisions of the Specific Plan, in which case the Specific Plan shall apply. Title 25 of the Municipal Code is referenced throughout this Chapter as supplemental development standards. The Specific Plan Area is composed of the following Zoning Categories which are illustrated on the attached map (Exhibit C). The areas in the flood plain (shown on Exhibit D) are also subject to the regulations contained in Chapter 25.38 (Flood Damage Prevention Ordinance) of the Zoning Code.

Zoning

**Corresponding General
Plan Description**

**Open Space
Hillside Management/Conservation
R-1
M1-B
Institutional
Recreation
Rural Home Occupation Overlay**

**Open Space
HM/C
Village Low Density
Industrial
Public/Institutional
Public Recreation and Parks**

Zoning and General Plan Designations

O-S Open Space Zone

Intent and Purpose. This zone is intended to protect and preserve open space lands which are of notable ecological, scenic, cultural and scientific value so that such land remains a permanent community resource. The Open Space Zone recognizes two land use designations that differ in their allowed intensities of use. The Open Space/Conservation designation is established solely for the purposes of preserving land in its natural state on behalf of the public interest. The Open Space/Passive designation is established to also protect important open space lands while permitting passive recreational use of these areas with trails, viewpoints and other compatible support facilities.

Laguna Canyon Annexation Area Zoning Map

Zone Classification

-  RHP, Residential / Hillside Protection Zone
-  R1, Residential Low Density Zone and Rural Home Occupation [R-1(#) Denotes Minimum Lot Size]
-  I, Institutional
-  MIA, Light Industrial Zone
-  MIB, Light Industrial Zone
-  REC, Recreation Zone
-  OS/C, Open Space / Conservation Zone
-  OS/P, Open Space / Passive Zone
-  Laguna Canyon Annexation Boundary
-  City of Laguna Beach Boundary

Map Date: 4/01/99



Scale: 1" = 700'



Laguna Canyon Annexation Area General Plan Map

Land Use Designations

-  RHP, Residential / Hillside Protection Zone
-  VLD, Village Low Density (3-7 DU/Acre)
-  PI, Public / Institutional
-  I, Industrial
-  PRP, Public Recreation and Parks
-  OS, Open Space
-  POS, Permanent Open Space
-  Laguna Canyon Annexation Boundary
-  City of Laguna Beach Boundary

Map Date: 11/01/98

Outside
City
Boundary

Outside
City
Boundary

Outside
Laguna
Canyon
Annexation
Boundary

N 
Scale: 1" = 750'



CITY OF LAGUNA BEACH

Laguna Canyon Annexation Area



EXHIBIT F - FLOOD PLAIN BOUNDARIES

Generally, all uses permitted in the Open Space Zone and all associated development standards and design criteria are presented in the O-S Open Space Zone section of the Laguna Beach Municipal Code. The reader is requested to refer to that document for additional information. In the Specific Plan area, however, there are several additional provisions that are applicable to the Open Space Zone. These additional provisions are listed below.

Buildings, as allowed under the O-S Open Space Zone section of the Laguna Beach Municipal Code, shall comply with the following standards:

1. Any impacts to Environmentally Sensitive Areas shall provide adequate mitigation. Environmentally Sensitive Areas (ESA) is defined in the Vegetation and Wildlife Resources Topic of the City's Certified Land Use Plan Open/Space Conservation Element.
2. No structures shall be allowed that interfere with existing trail access.

It should be noted that at the time of Specific Plan adoption, the City's Open Space Commission was involved in developing a management plan for City-owned, open space land. It is the City's intention to include the following conditional use permit provisions in this Specific Plan only until the management plan is adopted. The management plan is expected to include these and more detailed measures for regulating the use of open space lands.

Uses Permitted Subject to a Conditional Use Permit. Bicycling and equestrian trails and related signage may be permitted subject to the granting of a Conditional Use Permit and provided that the following minimum conditions and findings have been met:

1. The City's Open Space Commission has reviewed and recommended approval of the proposed trail and related signage.
2. The trail has been historically used "unofficially" as a trail and is not a new intrusion into undeveloped, undisturbed areas.
3. The proposed trail minimizes impacts to environmentally sensitive areas, is not disruptive to existing topographic conditions and has been designed to maximize public safety.

Rec Recreation Zone

Intent and Purpose. The Recreation Zone is intended to recognize areas that are suitable for active, outdoor recreational use; to assure permanent availability of lands for public parks, beaches and recreational uses; and to identify private lands utilized for recreational purposes. Permitted uses should not detract from prominent natural features

or resources. Public and private lands designated for recreation shall remain free of encroachments and improvements except as specified in Chapter 42 of the Municipal Code.

Uses permitted in the Recreation Zone and all associated development standards are presented in the Laguna Beach Municipal Code as Chapter 25.42. The reader is requested to refer to that document for additional information.

R/HP Residential Hillside Protection

Intent and Purpose. The intent and purpose of this zone is to allow for limited residential development, low-intensity agricultural uses and passive recreational uses while providing for the conservation of existing natural open space lands, unique landforms, scenic hillsides and sensitive biological habitats. Protection of the physical environment, public views and aesthetic qualities associated with undeveloped lands is of critical concern in this zone.

Conservation Objectives. The area included in this Residential/Hillside Protection Zone encompasses a substantial amount of the City's undeveloped hillsides. Not only does this land incorporate some of the most undisturbed physical environments in the City, it also supports many environmentally sensitive habitats. These include rare species of flora and fauna, significant watercourses, ridgelines and unique landforms such as rock outcroppings and caves. In addition, this zone contains physical conditions such as steep topography and geologically sensitive areas which amplify environmental concerns of this zoning district.

Generally, uses permitted in the R/HP Zone and all associated development standards and design criteria are presented in the Laguna Beach Municipal Code as Chapter 25.15. The reader is requested to refer to that document for additional information. In the Specific Plan area, however, there are several additional provisions that are applicable to the Residential Hillside Protection Zone. These additional provisions are as follows:

Uses Permitted Subject to an Administrative Use Permit. Non-commercial storage of horses may be permitted subject to the granting of an Administrative Use Permit as provided for in Section 25.05.020 and to the following standards:

1. One-half acre minimum site.
2. There shall be no more than one horse over eight months old per each ½ acre of land.
3. No shelter or supplementary feeding of, or any structures designated for such shelter or such feeding of, animals within 40 feet of any rear or side property line.

Uses Permitted Subject to a Conditional Use Permit. Rural Home Occupations provided that the proposed use is consistent with the definition, intent and purpose, and other conditions of Rural Home Occupations as set forth in the following Section.

Property Development Standards. The R/HP property development standards as codified in Chapter 25.15.010 shall apply with the exception of the following:

1. Fencing. Fencing in conjunction with permitted equestrian facilities need not be located within a 100-foot radius of the main dwelling.
2. Suffix zoning. Suffix zoning designates minimum lot sizes and is based on the lot size requirement previously established under County Zoning.

R-1 Residential Low Density Zone

Intent and Purpose. This zone is intended for low density, single-family residential areas which will provide a suitable environment for family life for permanent residents. The zone is intended to provide a quiet living environment free from rooming and boarding houses and to the greatest degree possible, free from other than local vehicular traffic. All new development in this zone shall be compatible with the immediate residential neighborhood with respect to scale, mass and height. The purpose of this zone is to allow low-profile, single-family residences that preserve existing public and private views and minimize building mass and bulk in a manner that is sensitive to the terrain and to environmental constraints.

Generally, uses permitted in the R-1 Zone and all associated development standards and design criteria are presented in the Laguna Beach Municipal Code as Chapter 25.10. The reader is requested to refer to that document for additional information. In the Specific Plan area, however, there are two additional provisions that are applicable to the Residential Low Density Zone as it occurs in the Laguna Canyon Annexation Specific Plan. These additional provisions are as follows:

Uses Permitted Subject to an Administrative Use Permit. Non-commercial storage of horses may be permitted subject to the granting of an Administrative Use Permit as provided for in Section 25.05.020 and subject to the following standards:

1. One-half acre minimum site.
2. There shall be no more than one horse over eight months old per each ½ acre of land.
3. No shelter or supplementary feeding of, or any structures designated for such shelter or such feeding of, animals within 40 feet of any rear or side property line.

Uses Permitted Subject to a Conditional Use Permit. Rural Home Occupations provided that the proposed use is consistent with the definition, intent and purpose, and other conditions of Rural Home Occupations as set forth in the following Section.

Property Development Standards. The property development standards of the R-1 Zone as codified in Chapter 25.10.008 shall apply with the exception of the following:

1. Suffix zoning. Suffix zoning designates minimum lot sizes.

Rural Home Occupation Overlay Zone

Sections:

1. **Intent and Purpose.**
2. **Definition.**
3. **Minimum Conditions.**
4. **Uses permitted subject to a conditional use permit.**

1. **Intent and Purpose.** The provisions of this section are intended to allow for limited commercial and industrial-type enterprises in areas with mixed residential, commercial and industrial uses. These provisions are intended to protect the rights of residents to engage in new, and expand existing, rural home occupations while limiting incompatible and conflicting land uses. It is further the intent of these provisions to reduce traffic on arterial streets by allowing uses which permit residents to work at their dwellings. Importantly, rural home occupations are not intended to change the character or adversely affect the residential uses permitted in the zone to which it is a part.

2. **Definition.** Rural home occupation means any use, as set forth in the provisions of this section, primarily conducted within an enclosed area of a dwelling or in an accessory structure, provided that the dwelling is the principal domicile of one of those practicing the rural home occupation. Any rural home occupation must conform to the minimum conditions set forth in the following section, and may be subject to additional conditions which may be applied during the conditional use permit process.

3. **Minimum Conditions.**

(a) All rural home occupations are to be conducted within or as an accessory use to a residential use unless as provided for in this section.

(b) There shall be no unsightly exterior evidence of the conduct of a rural home occupation. In uses where outdoor storage is permitted, fences or landscaping shall screen any materials from adjacent properties.

(c) Electrical or mechanical equipment which creates visible or audible interference in radio or television receivers or causes fluctuations in line voltage outside the dwelling unit is prohibited.

(d) A Rural Home Occupation shall not adversely impact vehicular or pedestrian traffic in the district in which it is located.

(e) Signage shall be limited to six square feet per sign with no more than two signs per property. Said signage shall be subject to an administrative use permit.

(f) Any proposal shall be required to adhere to the Performance Standards of the M1-A Zone at a minimum. Additional standards may be imposed to protect the residential character of the neighborhood.

4. Uses permitted subject to a conditional use permit. The following is a list of permitted rural home occupations subject to the approval of a conditional use permit as set forth in Section 25.05.030. In addition, remodels of structures containing Rural Home Occupations which result in more than a 10% expansion of the structure will require a Conditional Use Permit to continue the home occupation activity.

- (a) Ceramic products and kiln, other than a shuttle kiln
- (b) Sign manufacturing
- (c) Textiles (craft) manufacturing
- (d) Custom dress making, millinery and tailoring
- (e) Arts and handicrafts
- (f) Greenhouse, nursery and landscaping storage area
- (g) Artist's studio
- (h) Classes in conjunction with the permitted use, limited to 6 students, four hours per week
- (i) Consultants, professional and personal services
- (j) Cabinet shop
- (k) Assembly and repair of small items
- (l) Storage and use of business records
- (m) Kennels and Catteries
- (n) Aviaries
- (o) Boarding and training of horses
- (p) Such other uses as the Planning Commission may deem, after conducting a public hearing, to be similar to and no more obnoxious or detrimental to the public health, safety and welfare than the above listed uses

M-1B Light Industrial Zone

Sections:

1. **Intent and purpose.**
2. **Uses permitted.**
3. **Uses permitted subject to a conditional use permit.**
4. **Property development standards.**
5. **Performance standards.**

1. **Intent and purpose.** This zone is intended for limited light industrial and limited commercial uses wherein such operations are compatible with adjacent residential environs of the community and existing legal, nonconforming structures and uses within the zone, including residential.

2. **Uses permitted.** Within the area covered by the terms of this section, all buildings, structures and land shall be used and buildings and structures shall hereafter be erected, designed, structurally altered or enlarged only for the following uses:

- (A) Light Manufacturing:
 - (1) Bakery (wholesale);
 - (2) Cabinet shop;
 - (3) Ceramic products manufacture provided that no shuttle kiln is employed on the premises and that there be no pulverizing of clay;
 - (4) Light electronic manufacturing;
 - (5) Food products manufacture (excluding sauerkraut, vinegar, yeast and fat or oil rendering);
 - (6) Garment and shoe manufacturing;
 - (7) Sign manufacturing;
 - (8) Textiles;
 - (9) Upholstery;
 - (10) Compounding, assembly or treatment of articles or merchandise from previously prepared materials such as: bone, cloth, cellophane, cork, feathers, felt, fiber, fur, glass, hair, horns, leather, metal, paper, plaster, plastics, shells, stones (precious and semi-precious), textiles, tobacco, wood and yarns;
- (B) Processing:
 - (1) Blueprinting or photocopying;
 - (2) Food processing (excluding sauerkraut, vinegar, yeast and fat or oil rendering);
 - (3) Laboratory (scientific);
- (C) Interior wholesaling, warehousing and storage:
 - (1) Wholesaling and warehousing facilities;
 - (2) Distribution agencies;
- (D) Commercial and Services:

- (1) Fruit, flower or vegetable stands (retail sales allowed in conjunction therewith);
- (2) Greenhouse, gardening and landscaping services and storage;
- (3) Commercial uses customarily incidental to and directly related to the operation of permitted and light industrial uses;
- (4) Administrative or sales office related to a permitted industrial use but excluding sales limited to retail sales operations only;
- (E) Other:
 - (1) Printing and publishing;
 - (2) Research;
 - (3) Artists Studios;
 - (4) Uses incidental to industrial uses such as infirmary, dispensary, lunch room, employee recreation facilities and residential uses for plant security personnel.

3. Uses permitted subject to a conditional use permit. The following uses may be permitted subject to the granting of a conditional use permit as provided for in Chapter 25.05:

- (A) Noncommercial storage of horses and commercial horse stables subject to the following minimum conditions:
 - (1) One-half acre minimum site required;
 - (2) There shall be no more than one horse over eight months of age per each ½ acre of land
 - (3) No shelter or supplementary feeding of, or any structures designed for such shelter or such feeding of, animals within 40 feet of any rear or side property line;
- (B) Car repair;
- (C) Sound production studios;
- (D) Small animal hospitals;
- (E) Kennels and Catteries subject to the provisions of Chapter 6.13 of the Municipal Code;
- (F) Machinery and equipment rental (excluding vehicles);
- (G) Expansion of legal, nonconforming residential uses or structures;
- (H) Outdoor display of merchandise (and associated retail sales), including the sale of animal skins;
- (I) Any outdoor use, including outdoor storage;
- (J) Such other uses as the Planning Commission may deem, after conducting a public hearing, to be similar to and no more obnoxious or detrimental to the public health, safety and welfare than the above listed uses.

4. Property Development Standards. The property development standards of Chapter 25.32 (M-1A) shall apply to all land and structures in the M-1B Zone with the exception of the following. It should be noted that most of the M-1B Zone is located in the Laguna Creek flood plain. New development in this zone will be subject to the

provisions of Chapter 25.38 of the Municipal Code (Flood Damage Prevention) wherever appropriate.

- (A) Lot Area. Each lot shall have a minimum of twenty thousand square feet.
- (B)
 - (1) The maximum height of any building (per the Building Height definition in Municipal Code Section 25.08.016) shall not exceed 31 feet above the base flood elevation of 36 feet, including parking garage floor levels with access ramps located outside the structure's ground floor footprint. These height limits shall include roof chimneys, vents, mechanical equipment, mechanical enclosure, elevator shafts, stairways and other such structural elements required for the operation of the building. Per the Building Height definition, subterranean floors are exempt from the height measurement limit.
 - (2) Notwithstanding the front lot line definition and exception process of Section 25.08.022, the front lot line shall be the property line abutting the most primary or highest capacity road classification.
- (C) Each lot fronting along Laguna Canyon Road shall maintain a front yard of not less than twenty-five feet, except that in exceptional circumstances to preserve stands or specimens of relatively mature trees, the front yard may be reduced to fifteen feet, or may be further reduced for the same purposes by the Design Review Board only as long as the stands of trees are maintained. Each lot fronting on other streets shall maintain a front yard of not less than ten feet. Front yards shall be used only for landscaping (including walkways) and required vehicular access. Front yards may also be used for parking, with approved landscape plans for screening, when the Design Review Board determines that it is not possible to park elsewhere on the property. Front yards shall not be used for storage.
- (D) Side and Rear Yards. All side and rear yards requirements of the M-1A zone shall apply with the exception that where a lot less than 50,000 square feet directly abuts the R-1, R-2 or R-3 zone, or where such a zone boundary line divides a lot or parcel, there shall be maintained on the M-1B land along the zone boundary a side and/or rear yard having a depth at every point of ten feet, exclusive of any drainage channel. Said yard may be used only for landscaped buffer zones as approved by the Design Review Board. Larger lots shall comply with the requirements of 25.32.005 (D)(2)(d).
- (E) Sidewalks and Alleys. Sidewalks and alley improvements shall not be required as a part of development approvals.

5. Performance Standards. The performance standards as set forth in Section 25.32.006 shall apply.

I Institutional Zone

Intent and Purpose. This zone provides for public, quasi-public and private institutional facilities. The uses permitted in this zone shall be oriented to provide public benefits. These designated uses may be established in response to health, safety, educational, public service and cultural needs of the community.

Generally, all uses permitted in the Institutional Zone and all associated development standards are presented in the Laguna Beach Municipal Code as Chapter 25.28. The reader is requested to refer to that document for additional information. In the Specific Plan area however, there are special findings for the issuance of any conditional use permit in the Institutional Zone which are in addition to those identified in Chapter 25.28.

SPECIAL FINDINGS REQUIRED FOR CONDITIONAL USE PERMITS

1. The proposed use is compatible with the surrounding land uses.
2. The proposed use is compatible with and does not detract from the rural atmosphere of the Laguna Canyon Annexation Area.
3. The proposed use is not in conflict with the designation of Laguna Canyon as a Scenic Highway.
4. The proposed use does not create a density which would compromise the environmental sensitivity of the area.
5. The proposed use will not result in a substantial increase in traffic generation or adversely impact vehicular circulation patterns.

SECTION V: IMPLEMENTATION PROGRAM

SECTION V: IMPLEMENTATION

Introduction

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

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

The Laguna Canyon Annexation Area Specific Plan also identifies the need for two physical improvements which focus on public facilities. As the document illustrates, flood control and sewer improvements will collectively influence the health and safety of residents located in Laguna Canyon. Since these improvements benefit both Laguna Canyon property owners and the public at large, the successful implementation of such measures will require a sharing of costs by the public and private sectors. Public funds will be necessary to achieve the policies of the Plan and to implement adequate flood control. Flood control will require a regional planning effort and funding since the majority of the runoff is generated beyond the City's jurisdiction. In order to provide a comprehensive framework for these improvements, the following Capital Improvement Program is proposed.

Laguna Canyon Annexation Area Capital Improvement Program

The Capital Improvement Program is intended to establish the basic framework for public improvements in the Canyon Annexation Area. The program enables the City to implement improvements in context with a comprehensive plan, while taking into account the availability of funds and improvement priorities. It is important to note that any flood control improvements to Laguna Creek will require a joint effort between the City, and the Orange County Flood Control District and upstream developers and landowners.

There are two components involved with the Canyon Capital Improvements Program: 1) flood control improvements and 2) sewer construction and connection.

Flood Control Improvements

As discussed earlier in this Specific Plan, flood control improvements consist of two options. One option is to increase the capacity of the existing channel and the other option is to construct upstream retention basins to maintain a flow that is consistent with the existing channel capacity.

One study, completed by the Keith Companies in 1988⁷, evaluates a package of improvements that would increase the capacity of the existing channel between El Toro Road and the GTE property. The study estimates the cost of these improvements to be \$10,000,000. The alternative for upstream retention basins has not been studied in detail and therefore no cost estimate is available. As discussed earlier in this Specific Plan, increasing the channel capacity may have impacts related to sand erosion and destruction of riparian and marine habitats. Any alternatives require further evaluation and environmental documentation.

The cost of flood control improvements will depend on the form of control approved. Different alternatives present different cost estimates. Drainage and flooding impacts are regional as well as localized problems. As such, any expenditures for flood control would need to be shared with surrounding cities and/or the County of Orange. In no instance, should the City or any property owners of the Laguna Canyon Annexation Area be solely responsible for the costs of such improvements.

There are a variety of federal, state, county and local funding sources available for flood control improvements; these funding options need to be researched prior to implementation.

Sewer Implementation Program

As part of annexation proceedings, a sewer implementation program was formulated to provide economic incentives for sewer connections. The sewer implementation program is outlined below.

- a. Provide \$2,500 per parcel toward the construction of sewers for each parcel that is to be served by a proposed new sewer system within the existing areas.
- b. The \$2,500 per parcel cost shall defray part, but not all of the construction cost of extending said sewers to the existing streets.
- c. The incentive program will remain valid for a period of five years, beginning July 1, 1989, and ending July 1, 1994.
- d. The City shall waive all hookup, capital readiness, and connection fees for one year after completion of construction of any sewer lines in each neighborhood started by July 1, 1994.
- e. Those properties which are unimproved and are not developable by reason of lack of road access, difficulty of the terrain, unstable soil conditions, insufficient lot size, unusual shape of other substantial cause may be exempt from application of a sewer service charge upon application for exemption under Section 17.25.050 of the Laguna Beach Municipal Code.

⁷ Interim Study for the Laguna Canyon Channel Facility No. 102, The Keith Companies, June, 1988.

Other Implementation Measures

1. Actively pursue the development and adoption of comprehensive flood control plans which implement the City's policies regarding open space and public safety contained in the City's General Plan.
2. Develop programs, design guidelines and landscape plans for the entire Laguna Canyon area.
3. The Laguna Canyon Annexation Area Specific Plan should be periodically reviewed at least every five years to assure that the specified goals are being achieved.
4. Establish an exemption from Chapter 25.56, Nonconforming Buildings, Lots and Uses, to allow additions up to 50% to existing structures in residential zones without requiring a variance from access standards where the street access is nonconforming.
5. Conduct a comprehensive biological survey to identify and map the location of rare and endangered plant species, significant wildlife habitats and other environmentally sensitive areas. Significant watercourses should also be identified and mapped.
6. Conduct an inventory to identify existing and potential hiking and walking trails.
7. Conduct an inventory to identify geological hazards such as landslides, earthquake faults, areas of liquefaction and other hazardous areas.
8. Develop, as an addendum to the existing Community Design and Landscape Guidelines, a landscape plan and community design component that enhances the rural nature of this area.
9. Update the Scenic Highways and Seismic and Safety Elements.