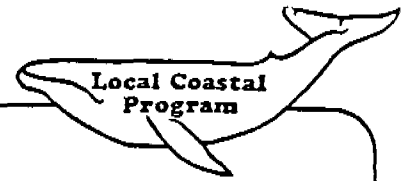




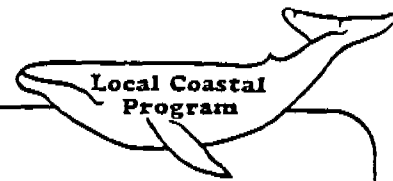
**Laguna Beach
Coastal Land Use Plan
TECHNICAL APPENDIX**



CITY OF LAGUNA BEACH
COASTAL LAND USE PLAN
TECHNICAL APPENDIX
August, 1984

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COASTAL COMMISSION
SOUTH COAST DISTRICT

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COASTAL LAND USE PLAN

TECHNICAL APPENDIX

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SECTION 1: INTRODUCTION

INTRODUCTION

CALIFORNIA COASTAL ACT

With passage of the California Coastal Zone Conservation Act (Proposition 20) in 1972, California voters adopted an awareness of the State's diminishing coastal resources and established a commitment toward preserving the overall quality of the coastal environment. Proposition 20 called for a comprehensive plan to preserve, protect, restore and enhance the State's remaining coastal resources for present and future generations. The coastal initiative created one state and six regional Coastal Zone Conservation Commissions, which were directed to prepare a policy plan for the use and conservation of the coastal environment. Through their efforts, the California Coastal Act of 1976 emerged, which set forth the State's legislative policy regarding California's coastal environment. The State's principal coastal program goals are declared in Section 30001.5 of the Coastal Act.

- (a) Protect, maintain, and where feasible, enhance and restore the overall quality of the coastal zone environment and its natural and manmade resources.
- (b) Assure orderly, balanced utilization and conservation of coastal zone resources, taking into account the social and economic needs of the people of the state.
- (c) Maximize public access to and along the coast and maximize recreational opportunities in the coastal zone consistent with sound resource conservation principles and constitutionally protected rights of private property owners.
- (d) Assure priority for coastal-dependent development over the development on the coast.
- (e) Encourage state and local initiative and cooperation in preparing procedures to implement coordinated planning and development for mutually beneficial uses, including educational uses in the coastal zone.

LOCAL COASTAL PROGRAM

With ratification of the Coastal Act, the California legislature mandated all local governments situated entirely or in part within the State's coastal zone to prepare a Local Coastal Program (LCP). The coastal zone in Laguna Beach represents some 4.78 square miles of land, encompassing the entire city limits except for Sycamore Hills, which consists of 522 acres at the intersection of Laguna Canyon and El Toro Roads, inland of the city. The Coastal Act also sanctioned the State Coastal Commission assumption of



local development control and permit authority until completion and certification of the Local Coastal Program. The Local Coastal Program in the City of Laguna Beach is comprised of four separate and distinct phases.

Phase I: Issue Identification and Development of Work Program

The city's coastal planning efforts originated in 1975 when the city entered into an agreement with the State of California for a "Pilot Plan Implementation Program." The purpose of the program was to investigate the feasibility of implementing a coastal plan at the local level pursuant to the goals of the coastal initiative. The nine-month experimental program involved extensive research by city and state planning staffs and regular community meetings with a citizens advisory committee appointed by the City Council. The program culminated in the compilation of a document listing coastal issues and problems and an action plan designed to achieve conformance with state coastal policies. The pilot study produced the framework for Phase I of the Local Coastal Program which included a detailed work program for development of the Land Use Plan or Phase II of the study.

Phase II: Land Use Plan

The Land Use Plan represents the focal point of coastal planning in Laguna Beach. The plan is intended to identify and describe the unique problems associated with the city's coastal zone and to provide a framework which balances development opportunities with preservation of significant coastal resources. The city's Land Use Plan centers on five principal subjects, as outlined in Phase I of the original work program:

1. Recreation and visitor-serving facilities and uses.
2. Parking and circulation.
3. Environmentally sensitive areas.
4. Shoreline access.
5. Undeveloped lands.

Since these subjects are closely related to many of the issues in the city's General Plan, the Land Use Plan has been physically integrated into the city's General Plan. More specifically, the Land Use Plan represents a descriptive text and evaluation of coastal problems and issues. The actual solution or response to these issues is presented in the form of city policies which appear in the Land Use Element and Open Space/Conservation Element of the General Plan. As a result of this relationship, the Land Use Plan under cover herein is a technical document serving as an appendix to the city's General Plan; the policy framework for coastal planning is contained in the General Plan. By consolidating the issues of the Land Use Plan into the General Plan, the city is able to achieve an internally consistent long-range planning program while responding to the mandate of the Coastal Act.

In addition to the textual description of coastal issues and policies, the Coastal Act stipulates that the Land Use Plan must sufficiently detail the kinds, location and intensity of land uses. These provisions are implemented in the Land Use Plan Map of the General Plan, which identifies the location and distribution of land use and sets forth standards for population density and building intensity. The Land Use Plan Map thus functions to implement the provisions of the Coastal Act as well as responding to the planning needs of the city's General Plan. A complete description of the map is contained in Section 7 of the Land Use Element.

The Land Use Plan may require periodic revisions to reflect changing conditions and circumstances. The Coastal Act requires that certified plans be reviewed at least once every five years to determine whether the program is being effectively implemented in conformity with the policies of the Coastal Act. Local recommendations for amendment of the Land Use Plan may be considered as part of the five-year review process or may be initiated by the city at any time, subject to approval of the State Coastal Commission.

Phase III: Implementation Program

This phase of the Local Coastal Program is intended for the implementation of the policies and program priorities resulting from Phase II of the work program. Achievement of adopted program goals and policies will be realized through the implementation program. This phase of the study consists of preparing new zoning districts, development regulations, specific plans, special studies, and establishing new permit procedures. The implementation program provides the city with the necessary tools to carry out and execute the objectives of the Local Coastal Program. The major components of the implementation program are presented at the end of each topical issue listed in this report.

Phase IV: Permit Administration

After certification of the Land Use Plan and implementation components of the LCP by the State Coastal Commission, development control within the coastal zone will return to the city. Certified coastal programs become legally binding on local governments and development permits issued by the city must be in conformity with the approved Local Coastal Program. The final phase of the LCP (Phase IV) involves the preparation of startup and operating procedures to perform the local permit function in compliance with the Coastal Act. Many of the city's existing permit procedures will provide the framework for establishment of these new procedures. In addition, this final phase of the LCP will involve systematic amendment of the city's zoning map to achieve compliance with the Land Use Plan Map and mandates of the Coastal Act.

After the city adopts these new permit requirements, an action taken by the city on a coastal development permit application may be appealed to the State Coastal Commission, pursuant to Section 30603 of the Cali-



ifornia Coastal Act. The appealable zone in the city is defined as those lands situated between the sea and the designated first public road paralleling the sea; i.e., Pacific Coast Highway or Cliff Drive, or 300 feet from the inland extent of any beach or of the mean high tide line if there is no beach, whichever is the greater distance.

CITIZEN PARTICIPATION

Public participation has historically performed a valuable function in the planning process in Laguna Beach. The California Coastal Act has also underscored the importance of citizen participation, specifically referencing its value in the development and execution of the Local Coastal Program.

. . . the public has a right to fully participate in decisions affecting coastal planning, conservation and development, that achievement of sound coastal conservation and development is dependent upon public understanding and support, and that the continued planning and implementation of programs for coastal conservation and development should include the widest opportunity for public participation.

In order to generate public involvement in the development of the Land Use Plan, the City Council created a Citizens Advisory Task Force, consisting of 12 members of the general public. The task force conducted meetings regularly throughout the development of the plan, beginning in May 1980. These meetings were publicly noticed, with residents invited to attend and participate in the discussions. A member of the city's professional planning staff provided technical support to the committee and maintained records of their actions and deliberations. Additionally, a staff member from the South Coast Regional Coastal Commission attended these meetings, serving in an advisory capacity on subjects related to the Coastal Act. The task force's principal responsibility was to review technical reports and working papers prepared by staff and to develop recommendations as required to fulfill the goals of the Coastal Act.

ORGANIZATION OF COASTAL LAND USE PLAN

The Coastal Land Use Plan is comprised of a series of technical reports divided into five (5) major topical areas supplemented by policies contained in the Land Use Element and Open Space/Conservation Element of the city's General Plan. Each topic is introduced with policy excerpts from the Coastal Act related to that topic; this is followed by a background and setting description and an evaluation of the major issues. An implementation program is summarized at the end of each topic which describes the methodology for carrying out the policies and objectives of the topic. Information on the Land Use Plan Map and attendant description of land use categories and densities is presented in the Land Use Element.



LAGUNA BEACH COASTAL ZONE

The coastal zone in Laguna Beach represents some 4.78 square miles of land, encompassing the entire city limits except for Sycamore Hills, which consists of 522 acres (in the most easterly inland area of the city [see Map 1-1]). The coastal zone is characterized by distinct natural features, ranging from 4.29 linear miles of coastline to pastoral hillsides and undeveloped ridgelines and canyon bottoms. These elements have produced a rural character in the city, physically separating the community from urbanization occurring elsewhere in the county. Nearly 40% of property within the coastal zone remains undeveloped and in large land ownership. Much of this land features hillside terrain with slopes in excess of 30% and supports unique environmental characteristics, providing natural open space vistas throughout the community.

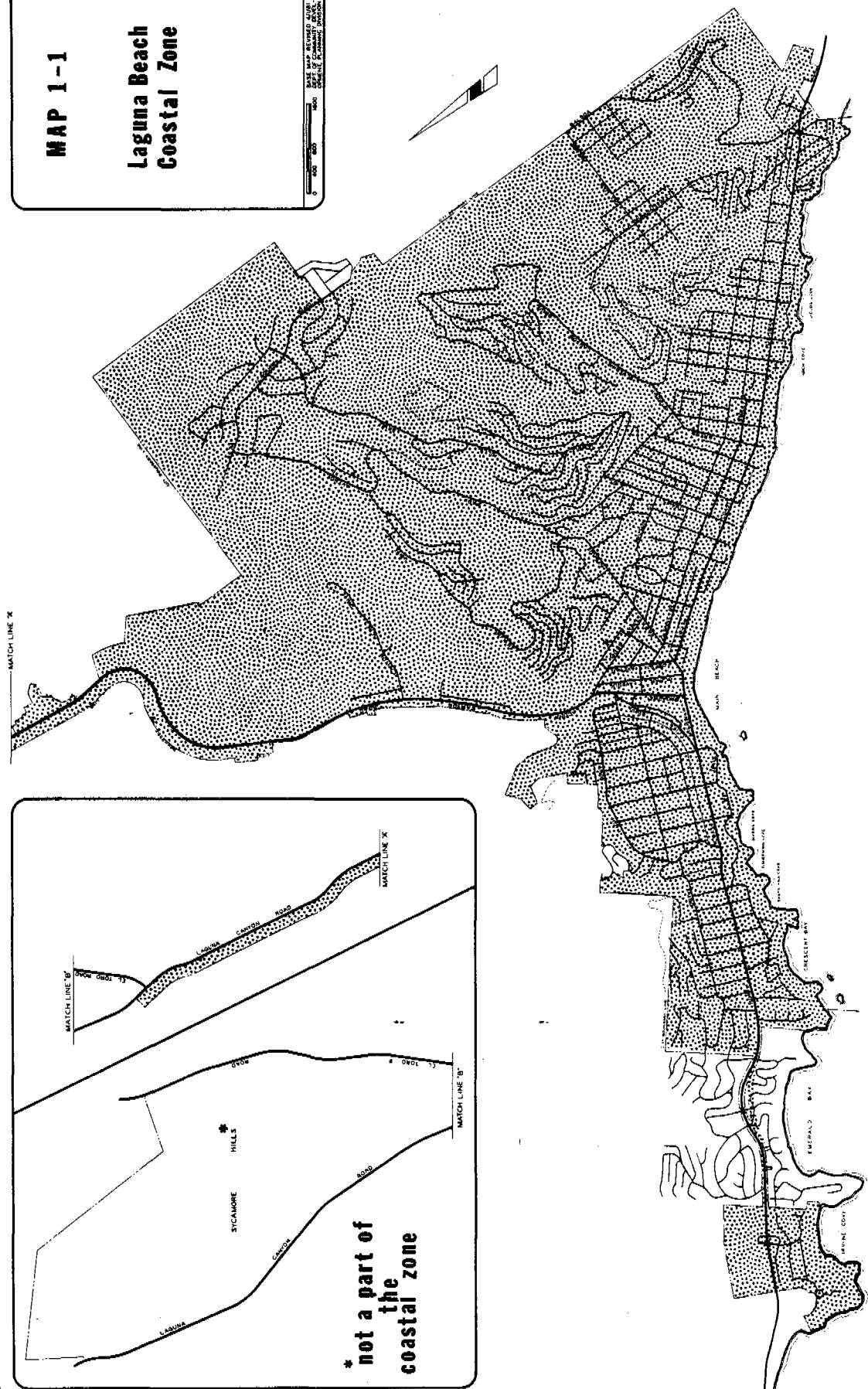
The coastal zone also supports a diversified land use pattern with a well-defined central business district and tourist corridor and neighborhoods which are physically separated and politically independent, due to the topographic features of the community. Housing in Laguna Beach has traditionally attempted to reflect individual character and the physical and environmental setting of the community. The majority of new residential development involves "infilling," utilizing existing vacant and previously subdivided lots. This development has been dispersed throughout the city with virtually every neighborhood experiencing additional development.

The population within the coastal zone in 1980 was 17,860 according to the U.S. Census Bureau. This marks a population increase of 22% over the past ten years, or an average annual population growth of 2.2%. The 1980 census also reported a total of 9,462 dwelling units in the city, with approximately 56% of these single family residences.

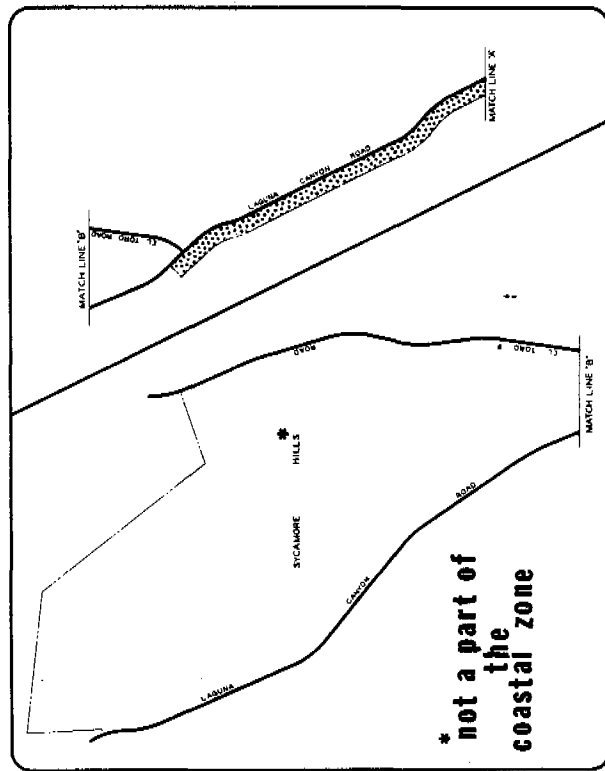
MAP 1-1

Laguna Beach Coastal Zone

SCALE: 1" = 1000' (AS SHOWN)
 DATE: 1974
 BY: J. J. COOPER, JR.
 CHECKED: J. J. COOPER, JR.



City of Laguna Beach



* not a part of the coastal zone

**SECTION II: RECREATION AND VISITOR-SERVING
FACILITIES AND USES**

RECREATION AND VISITOR-SERVING FACILITIES AND USES

COASTAL ACT POLICY

Section 30212.5. Wherever appropriate and feasible, public facilities, including parking areas or facilities, shall be distributed throughout an area so as to mitigate against the impacts, social and otherwise of overcrowding or overuse by the public of any single area.

Section 30213 (Part). Lower cost visitor and recreational facilities . . . shall be protected, encouraged and where feasible provided. Developments which provide public recreational opportunities are preferred.

Section 30220. Coastal areas suited for water-oriented recreational activities that cannot be readily provided at inland water areas shall be protected for such uses.

Section 30221. Oceanfront land suitable for recreational use shall be protected for recreational use and development unless present and foreseeable demand for public or commercial recreational activities that could be accommodated on the property are already adequately provided for in the area.

Section 30222. The use of private lands suitable for visitor-serving commercial recreational facilities designed to enhance public opportunities for coastal recreation shall have priority over private residential, general commercial development, but not over agriculture or coastal-dependent industry.

Section 30250(c). Visitor-serving facilities that cannot feasibly be located in existing developed areas shall be located in existing isolated developments or at selected points of attraction of visitors.

BACKGROUND AND SETTING

A. Definitions: For purposes of this discussion the following definitions are provided:

Commercial-Serving Facilities. Public and private developments that provide accommodations, food and services, including hotels, motels, restaurants, movie theatres, art galleries, specialty shops, drug stores, banks and parking facilities.

Commercial-Recreational Facilities. Facilities serving recreational needs but operated for private profit, e.g., riding stables, golf courses, campgrounds, art festivals and amusement parks.



Public-Recreational Facilities. Facilities which are publicly owned and maintained and typically provide cost-free recreation such as parks, beaches and marine preserves.

Visitor-Serving Facilities. This term refers to all the facilities described above; i.e., a catchall phrase, and represents those facilities typically used by the tourist population.

- B. Description of Existing Visitor-Serving Facilities: The unique physical amenities and cultural activities of Laguna Beach have transformed the community into a popular tourist/recreational environment of regional significance, attracting nearly three million visitors annually. This popularity is largely responsible for the numerous and diverse visitor-serving facilities and uses in the city. In addition to lending support to local commerce, tourism has established itself as an essential commodity in the community's economic base. Presented below is a description of the various types of visitor-serving facilities in the city. This description is augmented in Section 5 of the city's Land Use Element.

Commercial-Serving Facilities: These facilities have generally developed along a linear pattern dictated in large part by proximity to the Pacific Ocean and accessibility from Coast Highway. These facilities are interspersed along the length of that roadway without excessive concentrations in any one area, providing shared commercial services to short-term visitors and permanent residents alike.

Laguna Beach offers a wide variety of commercial-serving facilities and a relatively high number of these facilities in proportion to the city's resident population and available land supply. Nearly 75% of property situated adjacent to Coast Highway is currently zoned and utilized for commercial-serving facilities. The city's reputation as a popular coastal-resort community has influenced the nature of commercial services (visitor-oriented) producing a high per capita ratio of such facilities. For example, in October 1980, the city recorded a total of 421 business permits for retail sales. Approximately 75% of these businesses feature tourist-oriented services such as restaurants (47), antique shops (22), art galleries (45), custom jewelry stores (26) and specialty shops (130). Additionally, the city provides 26 motel/hotel facilities, totaling approximately 1,200 rooms.

Commercial-Recreational Facilities: The Laguna Beach summer art festivals represent the community's most popular commercial-recreational facilities, attracting some 50,000 visitors weekly. These festivals, which include the Sawdust Festival, Art-A-Fair and the internationally renowned Festival of Arts, run concurrently for six weeks

during July and August and provide nearly 400 local and out-of-town artists the opportunity to display and sell their merchandise.

Secondary commercial-recreational attractions include the Moulton Playhouse, South Coast Cinema and the Laguna Beach Museum of Art.

Public Recreational Facilities: There is a considerable diversity of public recreational opportunities available within Laguna Beach to both the visitor and permanent resident. Although many of these facilities are shared between these user groups, certain recreational facilities are more popular with the tourist populations, such as oceanfront parks and beaches. The city currently provides approximately 99 acres of park and recreation land. Park sizes range from .02 acres to 11.02 acres (excluding sandy beaches) and park types vary from parks with no improvements to intensively improved parks. Together, city parks are divided into three general categories of use: regional (66.9 acres); neighborhood (7.3 acres); and mixed use (25 acres).

Regional parks have a service radius that extends beyond the city itself. Often, especially during the summer, the majority of visitors to these areas are not Laguna Beach residents. Neighborhood park and recreation areas, on the other hand, serve mainly local visitors, and generally attract users from within a one-quarter to one-half mile radius of the park. The school district also provides mixed use recreation areas that are shared with the city. The public use of these areas is limited to times when they are not being used by the district. Table 2-1 lists the Laguna Beach park and recreation areas according to the category into which they fall. The accompanying map (2-1) identifies their respective locations.

TABLE 2-1

PARK AND RECREATIONAL FACILITIES

Regional Park and Recreation Areas*

1. Irvine Bowl - Laguna Canyon Road	2.80 acres
2. Heisler Park - Cliff Drive	11.02 acres
3. Crescent Bay Park	.80 acres
4. Main Beach	2.64 acres
5. Hortense Miller Gardens	2.50 acres
6. Sandy beaches and public access points	47.00 acres

TOTAL	66.76 acres
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* A regional park and recreation site is proposed in Sycamore Hills.

Neighborhood Park and Recreation Areas

7. Boat Canyon Park	3.05 acres
8. Bluebird Canyon	2.09 acres
9. Jahraus Park	1.10 acres
10. Top of the World	.35 acres
11. Nita Carmen	.14 acres
12. Oak Street	.02 acres
13. Ruby Street	.11 acres
14. Fernando Avenue	.02 acres
15. Bluebird Tennis Court	.50 acres
TOTAL	7.38 acres

Mixed Use Recreation Areas

16. Laguna Beach High School	9.00 acres
17. Top of the World Elementary School	5.00 acres
18. Thurston Intermediate School	11.00 acres
TOTAL	25.00 acres
OVERALL TOTAL*	99.14 acres

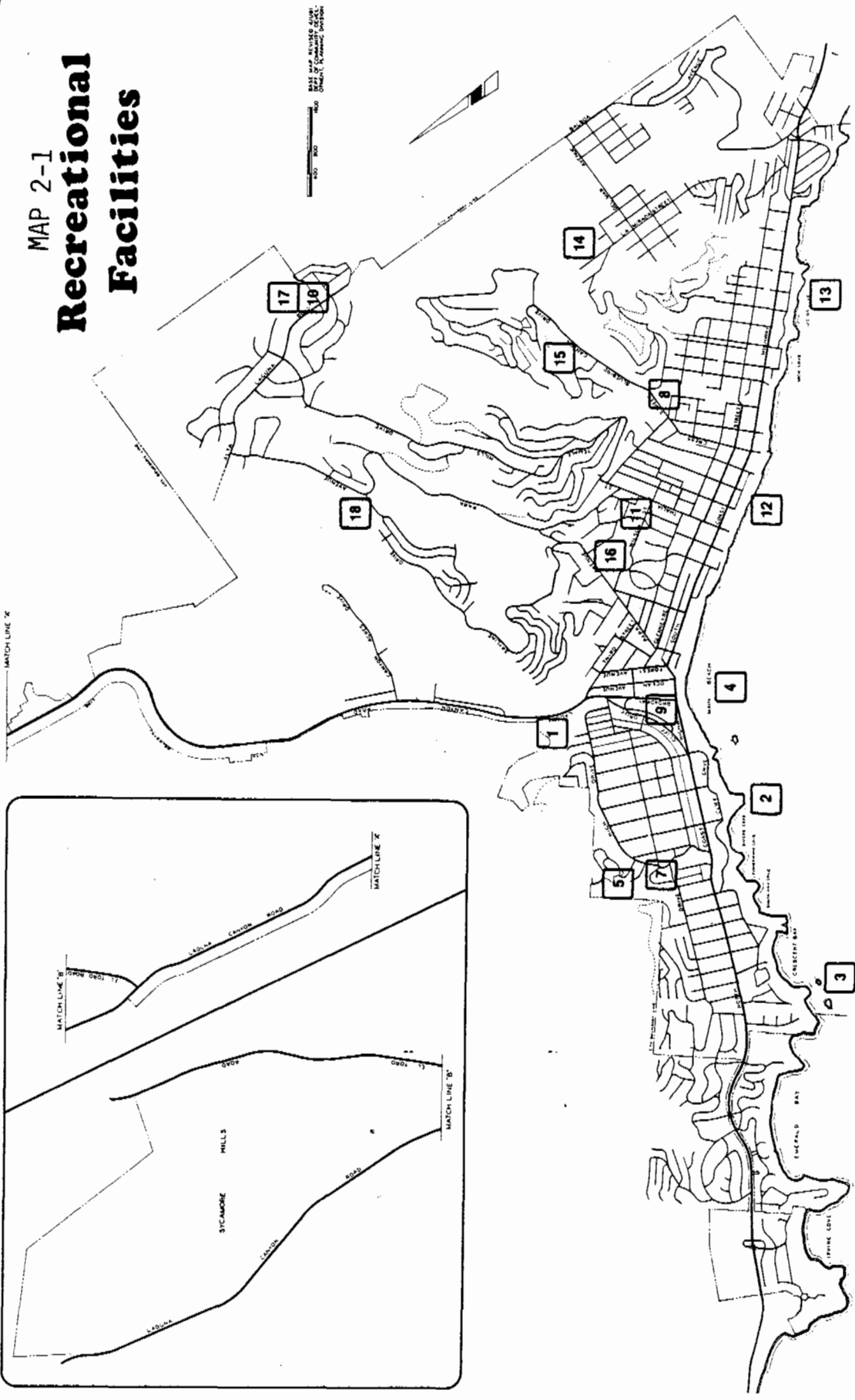
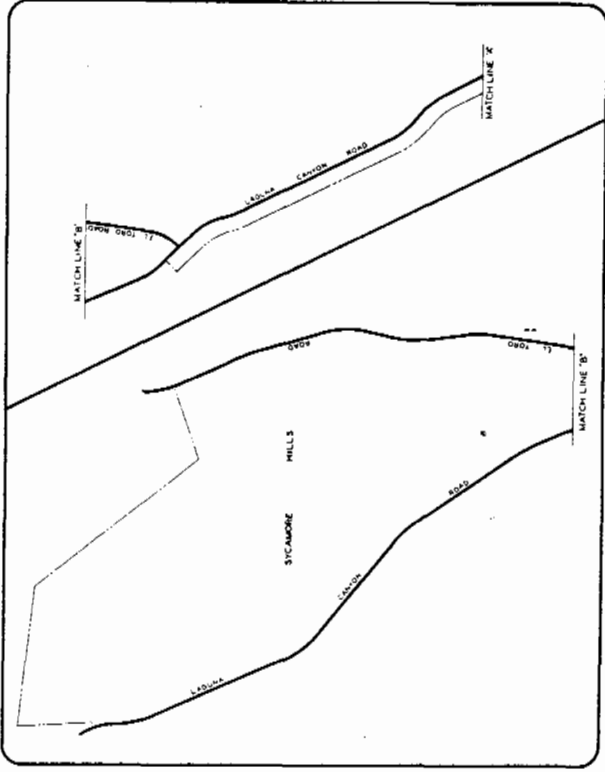
Source: City of Laguna Beach

* The 99.14 acres provide 5.37 acres of parkland per 1,000 persons, based on the 1980 census data. The city's standard for park dedication is five acres per 1,000 persons.

The city's park lands are augmented by large regional parks in close proximity to the city. Within the immediate vicinity of the city of Laguna Beach, 9717 acres are proposed by the State and County as park, recreation and open space lands. Their facilities will provide various recreational opportunities, including picnicking, hiking, camping, and bicycle and horseback riding. Crystal Cove/Morro Canyon State Park, northwest of the city, will include 2791 oceanfront and canyon acres. The remaining 2650 acres between the state park and the Laguna Beach city boundary is proposed as dedication land to be managed by the County of Orange and kept as permanent open space. The 600 acre area to the north of the city has been designated by the County as the Laguna/Laurel Canyon Regional Park. This park will provide a 600⁺ acre link between the open spaces to the west and east. East and northeast of the city, 3616 acres are proposed as recreation/open space in the County's Aliso Creek Planning Unit. All of these areas combined generally follow the boundary of what is commonly referred to as the Laguna Greenbelt.

MAP 2-1 Recreational Facilities

City of Laguna Beach



BASE MAP REVISED JUNE 1964 BY COMMISSIONER OF THE STATE OF CALIFORNIA

Additional information on the city's park and recreation lands appears in the Open Space/Conservation Element of the Laguna Beach General Plan.

ISSUE IDENTIFICATION AND ANALYSIS

The City of Laguna Beach attracts millions of tourists into the community each year, which imposes a significant demand for visitor-serving facilities. These facilities constitute a wide range of opportunities, catering to a cross section of people with different interests and hobbies and financial capabilities. Many of these facilities represent cost-free recreation, such as ocean parks and public beaches; and the summer art festivals can be enjoyed at a nominal fee. Many visitor-serving facilities in the community have flourished for years due to this popularity, while others have fallen victim to the unpredictability of a tourist-dependent economy. This high mortality rate is due to many factors, including the seasonal nature of shopping demands, competition among retailers, and variable economic conditions. Tourism certainly has its place in Laguna Beach, but its presence also introduces certain hardships to the community. These may include parking and circulation problems, demands on infrastructure capacities and other community services, increases in crime, adverse environmental effects such as noise and air pollution, litter and overuse of public recreational areas, and changes in the appearance and identity of the community. This condition has caused heavy financial strain on the City. Presented below is a description of issues which may inhibit the expansion or preservation of visitor-serving facilities in the community and an analysis of new opportunities.

- A. Land Supply: The principal commercial corridor in Laguna Beach, which parallels Coast Highway between Cliff Drive and Diamond Street, is essentially built-out with commercial uses and some residential units. The shortage of suitable vacant land for visitor-serving facilities places particular emphasis on the need to preserve the city's existing supply of such facilities and toward land recycling, whereby older nonconforming residential structures or dilapidated commercial buildings could be rehabilitated or replaced with modern visitor-serving facilities. Only a few single parcels remain vacant, and these maintain limited potential for viable visitor-serving uses due to the size and configuration of property, topographic constraints and access problems. Exceptions to this circumstance are found at the Central Bluffs, a predominantly undeveloped 2.5 acre blufftop area situated between Laguna Avenue and Sleepy Hollow Lane; selected areas along Glenneyre Street and the central business district; and adjacent to Laguna Canyon Road where several large vacant parcels exist. These areas are described in more detail below.

Central Bluffs: Located on the south side of South Coast Highway between Laguna Avenue and Sleepy Hollow Lane, the Central Bluffs occupy some 2.5 acres of oceanfront real estate situated within

walking distance of the city's central business district. The Central Bluffs are comprised of 20 lots under seven separate ownerships. This area currently supports a mixture of development, including older single-family residences and small commercial/professional uses. Although the city's General Plan and zoning designate the Central Bluffs for commercial development, the majority of existing development assumes non-conforming status, supporting structures in marginal condition. The property is generally underutilized in comparison with adjacent blufftop properties. An exception to this circumstance is a timeshare project approved in 1982 consisting of 25 timeshare units.

Central Business District (between Broadway and Forest Avenue, north of Beach Street): The Laguna Beach central business district is the commercial, as well as the physical, economic and social center of the community. Commercial establishments in the central business district cater to tourists as well as to the daily business needs of the residents. The northern portion of what is perceived as the city's central business district supports a development pattern contrary to its zoning. The current M-1 (Industrial Zone) is not representative of existing land use in the area, nor does it reflect the city's General Plan, which denotes this area as "Central Business District." Existing land use, for the most part, consists of commercial uses (both visitor-serving and local retail), interspersed with office/professional uses. Only a few parcels support light industrial or residential uses, and these predominantly appear on the west side of Ocean Avenue adjacent to the Laguna Beach Transportation Center. The area west of Ocean Avenue is composed of a mixture of development, including older nonconforming residential uses, creating a heterogeneous land use pattern with little continuity. The small lots and fragmented ownership, combined with insufficient on-site parking opportunities, have inhibited the recycling or redevelopment of this area.

Laguna Canyon Road (between the Broadway/Forest Avenue Intersection and the Laguna Beach Boys Club): The east side of Laguna Canyon Road, between City Hall and the Laguna Beach Boys Club, represents a particularly significant area in terms of future development opportunities. Currently, the area supports a mixture of public and private development, featuring both commercial and industrial operations. Nearly 30% of the area remains as vacant land. Several properties within this area are particularly noteworthy, sharing favorable characteristics for development of visitor-serving facilities.

1. **City-Owned Property:** The City of Laguna Beach currently owns some five acres of property which houses the city yard, city sewer treatment plant and the municipal employees parking lot. The sewer treatment plant has been abandoned, with sewerage treatment now provided by the Aliso Water Management Agency's Regional Treatment

Facility at Aliso Creek. The municipal employees parking lot, which contains approximately 132 parking spaces, currently performs a dual function, providing parking opportunities to city employees and summer festival users. According to 1980 revenue statistics, the city derived nearly \$39,000 through festival parking fees from this lot.

Several preliminary studies have been prepared by the city to examine alternative uses of the sewer treatment plant site and parking lot, with consideration given to combining the two sites and surrounding private lands to form a larger, more developable parcel. The city has considered several land use options, some visitor-serving in nature, including a multi-level parking structure, shopping complex and restaurant facility, senior citizen housing, community center and several combinations thereof.

2. Foster Sand and Gravel Company: This business constitutes a nonconforming manufacturing operation situated on two parcels totaling approximately 2.2 acres along Laguna Canyon Road, and remains inconsistent with the uses permitted in the M-1 (industrial) zone. The majority of the site is unimproved and used for storage of raw materials and equipment, with the actual mechanical operations occupying only a small percentage of the parcel. This circumstance would facilitate easy conversion or redevelopment of the parcel to an alternate use. The General Plan recently reclassified this parcel and surrounding lands on Laguna Canyon frontage road for "commercial" use. The industrial zoning will be changed to reflect this new designation during Phase IV of the Local Coastal Program.
3. Laguna Beach Sawdust Festival: The site of the Laguna Beach Sawdust Festival remains virtually unoccupied during the course of the year except for a six-week period marking the summer festival season. The 2.89 acre site is located adjacent to the Laguna Beach Boys Club and gains access from the Laguna Canyon Service Road. Although the property serves as a popular visitor-serving activity during the festival season, the property remains significantly under-utilized. The current M-1 zone allows for a variety of industrial-related activities, which may be incompatible with the Laguna Beach Boys Club and surrounding area. This zone will also be modified to reflect the "commercial" classification on the General Plan.

B. Government Regulations:

General Plan Requirements: The city's General Plan Land Use Plan Map includes three categories of commercial use: Central Business District; Commercial/Tourist Corridor; Local Business/Professional. The first two categories provide opportunities for visitor-serving facilities, with the majority of property along Coast Highway and the central business district designated for this purpose; the local business/professional designation is intended for local resident service needs and is used in limited fashion on the Land Use Plan Map. Since the General Plan performs an important function in the development of visitor-serving facilities by establishing broad categories of land use, the plan should operate to encourage and protect these facilities in accordance with the Coastal Act. When the new Land Use Element was adopted in October 1983, many parcels of land in the city were reclassified to commercial use in support of this principle (refer to Section 7 of Land Use Element).

Zoning Standards: Chapter 25 of the Laguna Beach Municipal Code limits visitor-serving facilities to certain zoning districts within the city and establishes specific standards for development within these zones. Visitor-serving facilities predominantly appear in the C-.5 (Limited Handicraft and Local Business) zone, C-1 (Local Business District), and C-2 (General Business) zone. These districts are concentrated along Coast Highway and the central business district of the city, corresponding to the General Plan. Although the city's zoning ordinance contains additional zoning districts which would accommodate visitor-serving uses, i.e., Agriculture-Recreation Zone and Public Land Zone, the application of these districts on the zoning map has been limited. For example, the majority of oceanfront park acreage and shoreline recreational property is zoned for residential use. This becomes a significant concern in local attempts to preserve and expand coastal parklands where zoning is non-supportive to such a goal. The fact that visitor-serving facilities are limited to certain zones and are sometimes improperly zoned acts to restrict the expansion or preservation of such facilities. This circumstance, however, will be corrected in the IV phase of the Local Coastal Program, when the city revises the zoning map to comply with the Land Use Plan Map. The first step in this process has already been accomplished with adoption of new commercial land use categories on the Land Use Plan Map.

Since the aforementioned commercial zones allow a range of commercial uses, some not visitor-serving in nature, properties found suitable for visitor-serving uses may compete against other commercial uses. The city consequently has no control or assurance that such property will be reserved for visitor-serving purposes. These commercial zones also permit residential uses when included as an integral part of commercial development. This provision can subtract from the total floor area devoted to

a visitor-serving facility, thereby compromising the full utilization of the property for this purpose. Phase IV of the LCP will include revisions to the city's commercial zones to eliminate these discrepancies.

- C. Physical and Environmental Constraints: The location, size and nature of visitor-serving facilities are frequently influenced and sometimes prohibited due to physical and environmental constraints. These factors are listed below and serve as evaluation criteria in the assessment of new visitor-serving opportunities.

Location. Proximity to existing visitor-serving uses; opportunities for visual, pedestrian and vehicular access.

Site Characteristics. Size and shape of property and topographic features.

Parking and Circulation. Ingress/egress opportunities; on-site parking availability.

Environmental Hazards. Soils/geology, hydrology/flooding, drainage/watershed protection, wildlife/vegetation.

Public Services. Infrastructure capacities, police and fire protection (emergency mobility).

Land Use Capability. Interface with adjoining land use.

Scale of Development. Preservation of village character and community identity.

IMPLEMENTATION PROGRAM

A. Laguna Beach General Plan

1. Land Use Element

a. Special Studies/Programs

- Introduction of new commercial and recreational land use categories on the Land Use Plan Map (pages 57 and 63, Land Use Element)
- Amendment of Land Use Plan Map to apply new categories of commercial and recreational land use on certain designated properties (page 63, Land Use Element)
- Preparation of specific plans for certain commercial/visitor-serving property (i.e., central bluffs, central business district)

B. Local Coastal Program--Phases III and IV

- Revision of existing commercial zones separating into district user functions
- Preparation of specific development standards for central bluffs
- Amendment of zoning map to reclassify property for commercial use in compliance with General Plan and Coastal Act.



SECTION III: PARKING AND CIRCULATION

PARKING MANAGEMENT PLAN

COASTAL ACT POLICY

Section 30212.5 Wherever appropriate and feasible, public facilities, including parking areas or facilities, shall be distributed throughout an area so as to mitigate against the impacts, social and otherwise, of overcrowding or overuse by the public of any single area.

Section 30252(4). The location of and amount of new development should maintain and enhance public access to the coast by providing adequate parking facilities or providing substitute means of serving the development with public transportation.

BACKGROUND AND SETTING

- A. User Groups: At particular times of the year and at many locations in the community, a number of distinct user groups vie for limited parking opportunities. This is especially apparent in the downtown area. The city's parking dilemma is primarily a seasonal one. The problem emerges when residents and local shoppers are forced to compete with recreationalists, festival goers and out-of-town shoppers for the parking demands imposed by each group.

Residents: Although city regulations require all residential units to provide off-street parking, many dwellings fail to comply with this statute, due to age (constructed prior to the adoption of this standard), illegal conversion or increased automobile usage. Residents are therefore often required to park on the street, and must compete with other user groups for limited opportunities. Map 3-1 plots those areas where on-site residential parking may be deficient.

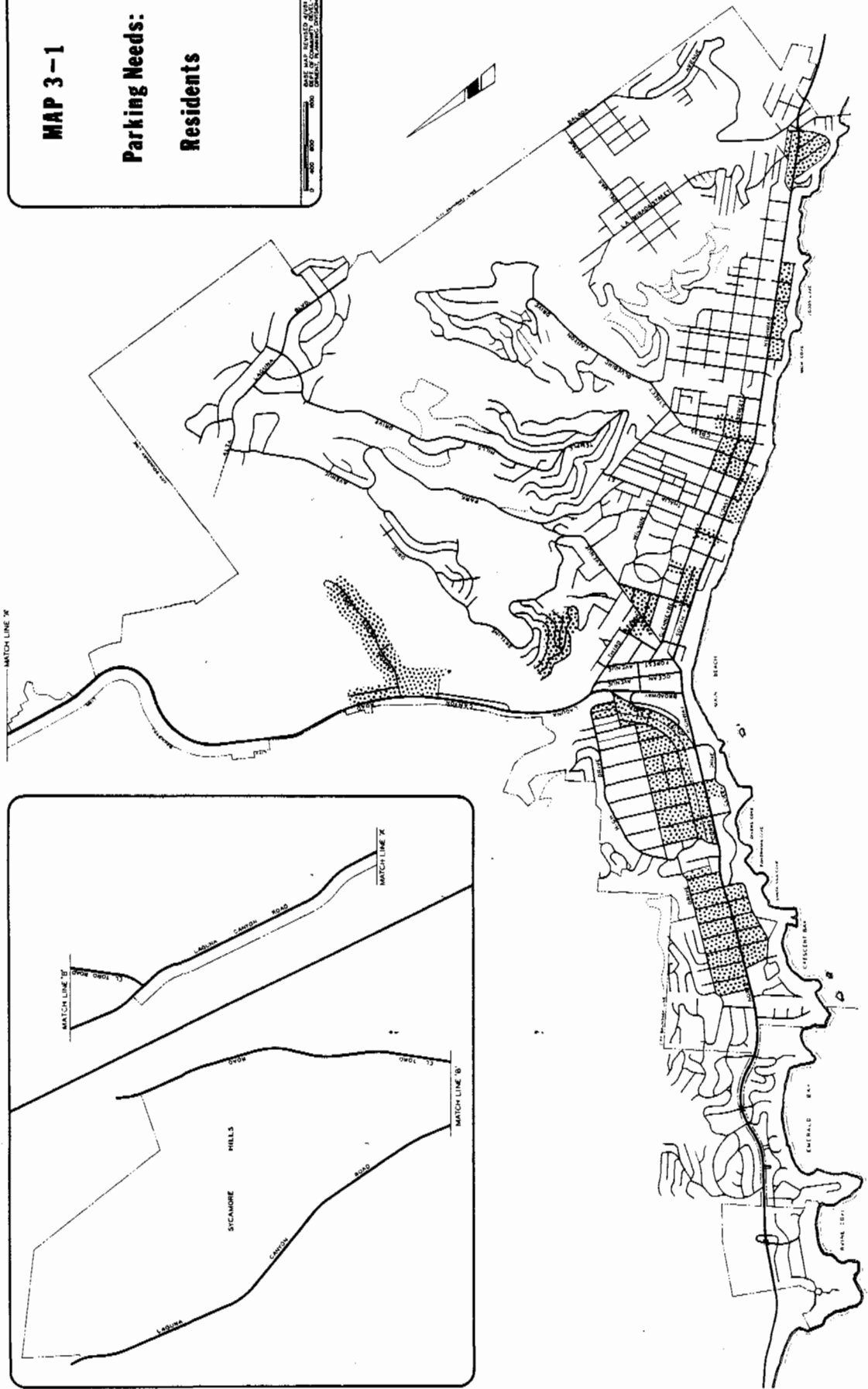
Local Shoppers: To the outsider, Laguna Beach may be just a favorite beach or a summer art festival. To the community, however, it is a viable, self-sufficient community. Local businesses cater to the daily needs of residents, providing essential services such as groceries, laundries, shoe repair, banks, etc. Although the city offers an intra-city transit line and taxi service, many residents elect to use their automobiles to shop locally, thereby generating a parking demand. The city's C-1 (Local Business District) zone is intended for the local retail business and commercial needs of the city. This zone is located predominantly along Coast Highway, away from the city's downtown area. Map 3-2 indicates the location of this zone throughout the city.

MAP 3-1

Parking Needs:

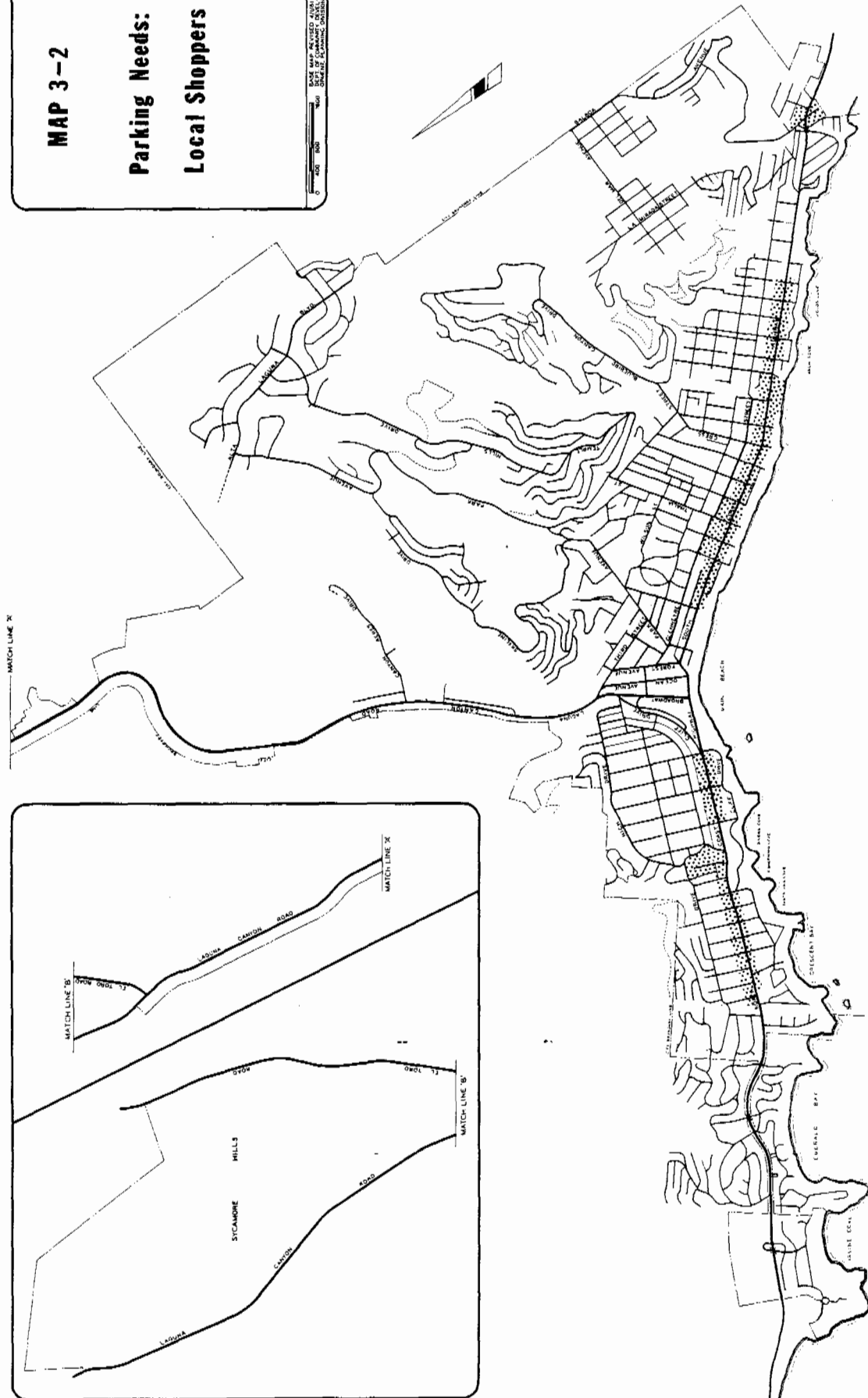
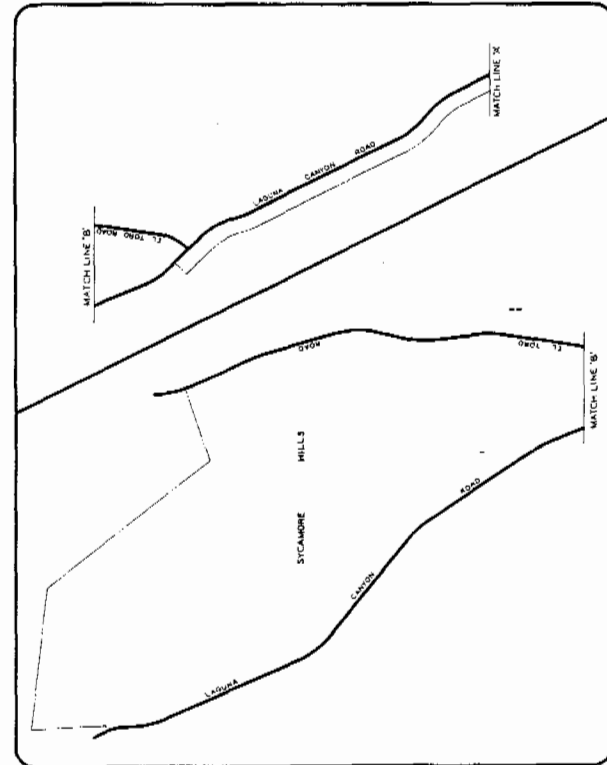
Residents

DATE: MAY 1980
BY: J. H. HARRIS
FOR: CITY OF LAGUNA BEACH
SHEET 1 OF 2



City of Laguna Beach

Parking Needs:
Local Shoppers



City of Laguna Beach

Employees: In July 1978, the California Employment Development Department published a pamphlet entitled "Employment by Industry for Cities, Census Tracts and Statistical Areas in Orange County." Utilizing 1975 figures, a breakdown of employment by census tract is recorded. The following table indicates the number of employees working within each census tract:

TABLE 3-1
EMPLOYMENT

<u>Tract Number</u>	<u>Total Employment</u>
626.04	696
626.05	2,153
626.06	1,006
626.07	1,184

Map 3-3 records this information. Individual census tracts are notated, as are key employment areas. It is assumed that employment is concentrated within these census tracts, corresponding to the commercial and manufacturing zones throughout each tract.

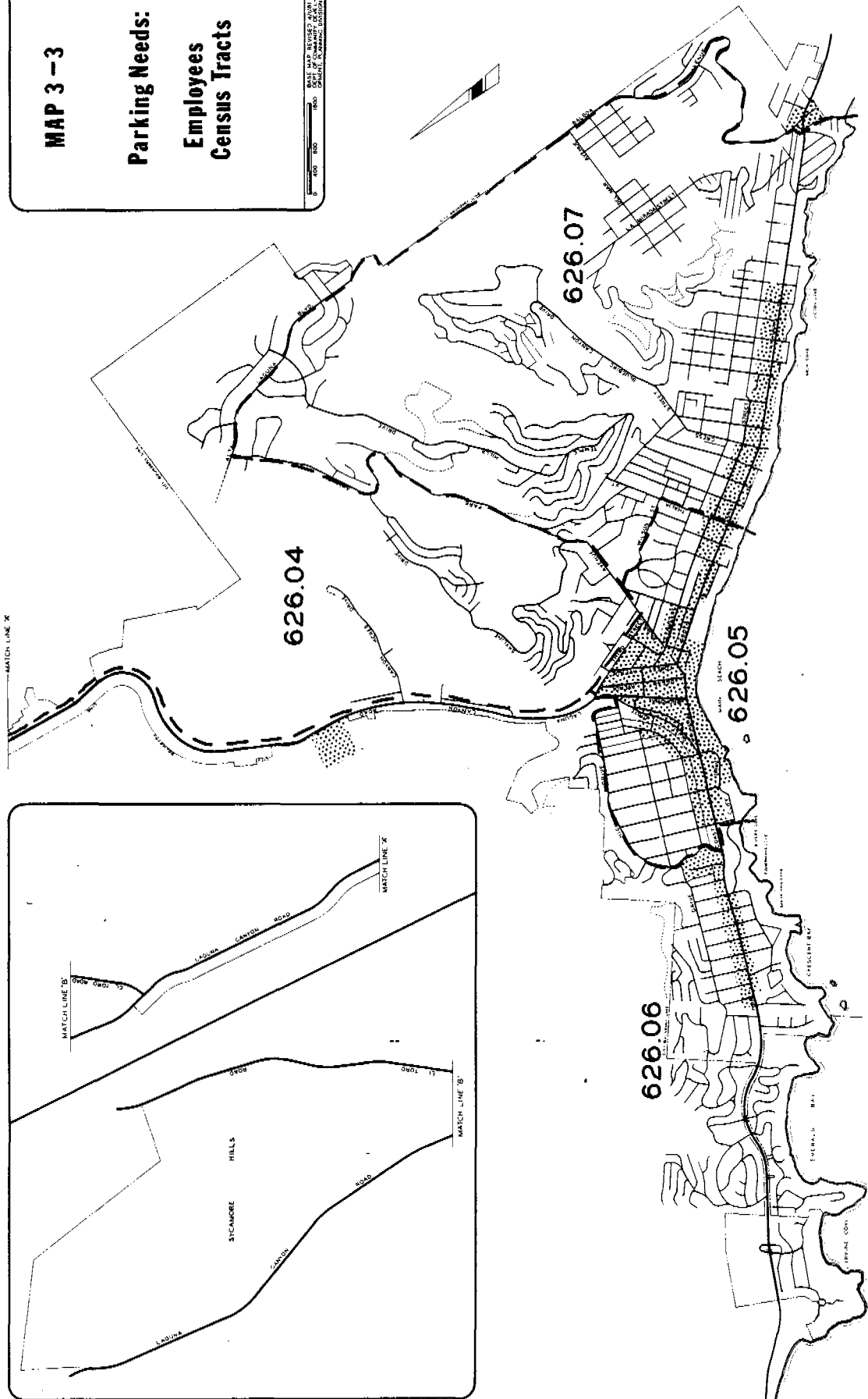
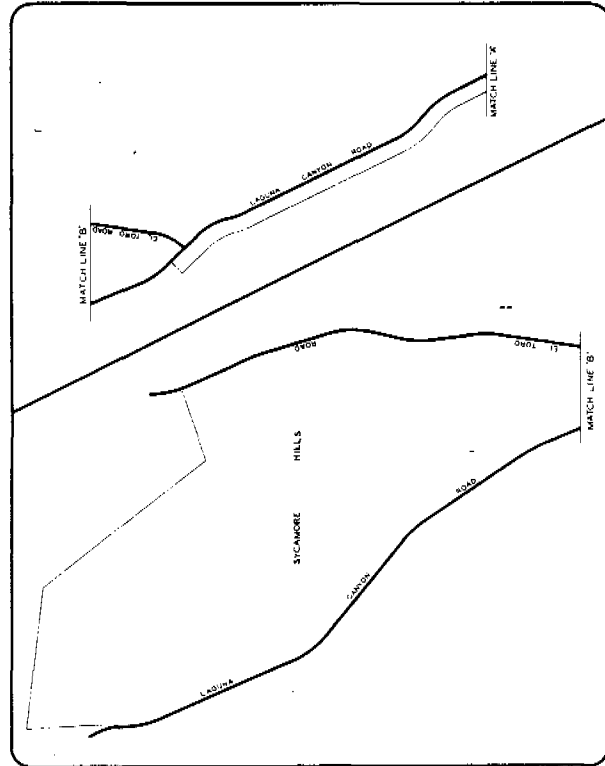
Recreationalists: It is estimated by the Laguna Beach Marine Safety Department that beach attendance in this community exceeds 3 million visitors annually. Most of these visitors utilize the automobile as their means of transportation. On a peak summer day, beach attendance can approach 60,000 individuals.

No concentrated parking opportunities exist close to the beach, other than those public parking lots located in the downtown area. Recreationalists must therefore find curbside parking in either residential or commercial districts. Map 3-4 represents an estimation of those areas where recreationists can be expected to park.

Festival Goers: During the six week run of the summer art festivals, an estimated 300,000 people cross the turnstiles at the Pageant of the Masters, Sawdust Festival and Art-A-Fair. Minimal parking opportunities are provided on-site, requiring festival goers to locate off-site parking. Map 3-5 indicates those areas where festival goers can be expected to park.

- B. Parking Constraints/Demands: The preceding discussion on user groups highlights one of the major constraints influencing parking availability: in many areas of the community there is multiple demand exhibited for existing parking opportunities. To better understand this demand, it is important to identify not only where specific demand is exerted, but when. Table 3-2 further explains the characteristics of each of these groups.

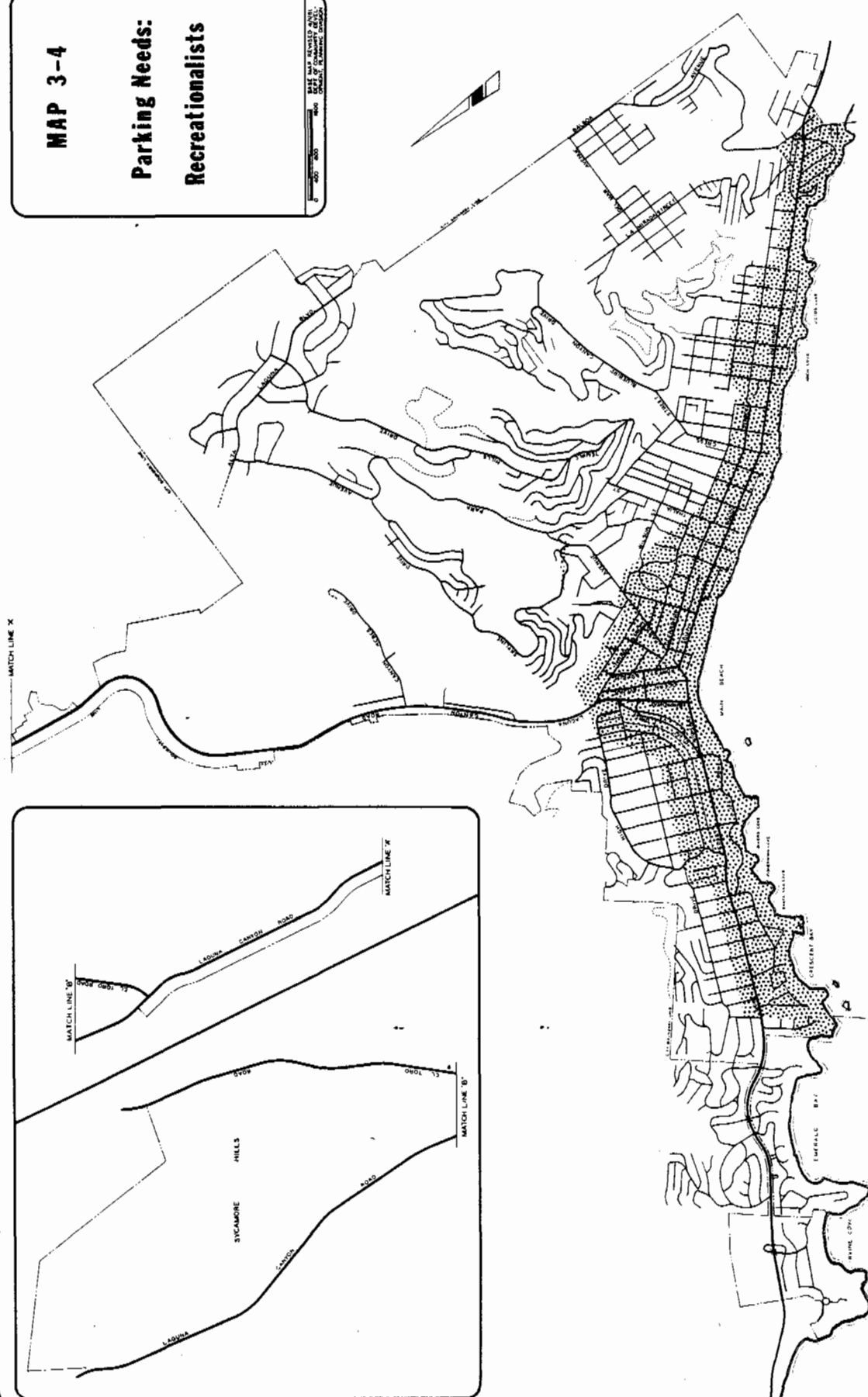
Parking Needs: Employees Census Tracts



City of Laguna Beach

Parking Needs:
Recreationalists

BASE HAS REVISED 4/18/1
COPY OF COMBUSTION DEVEL-
OPMENT IN MECHANICAL DESIGN



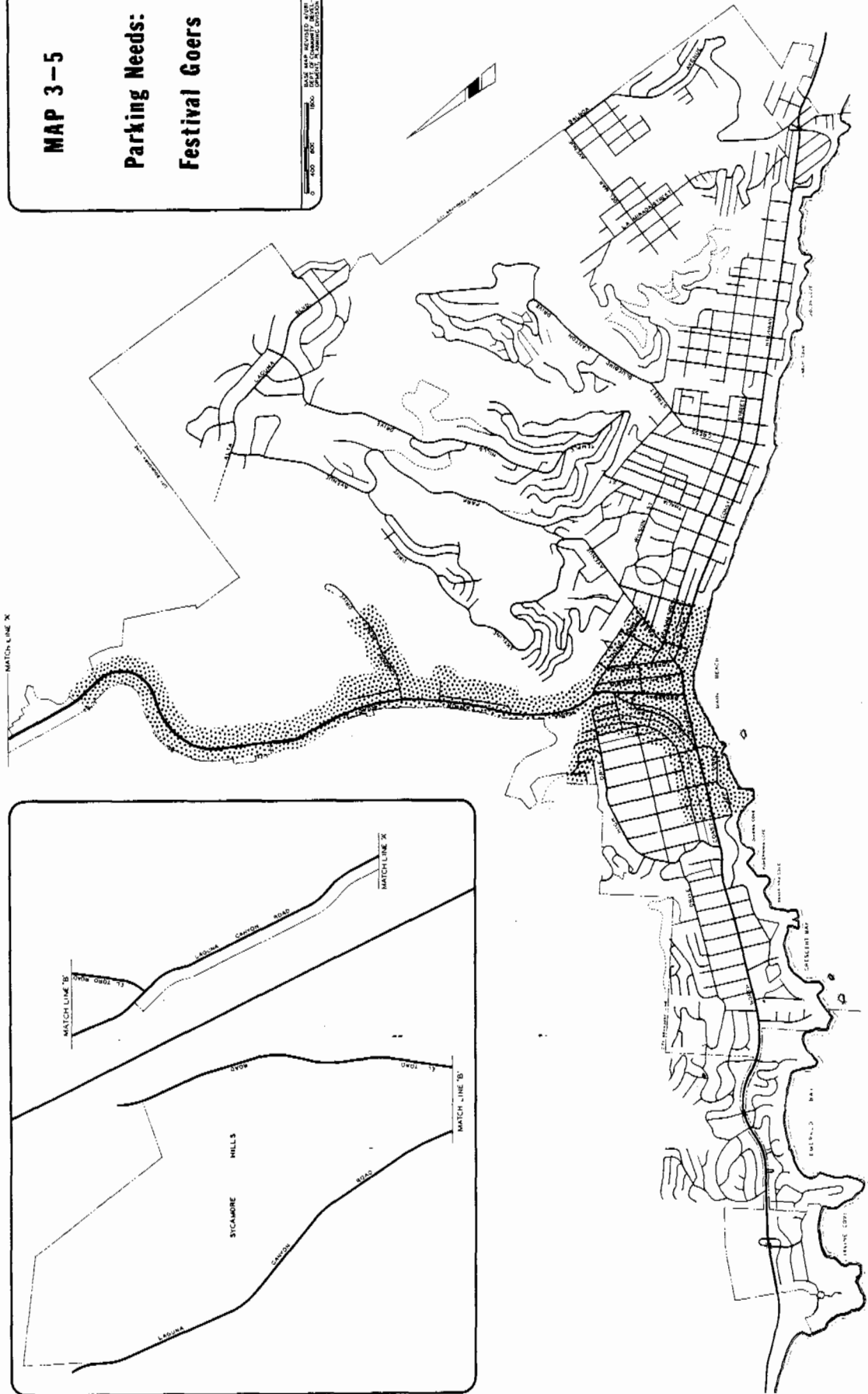
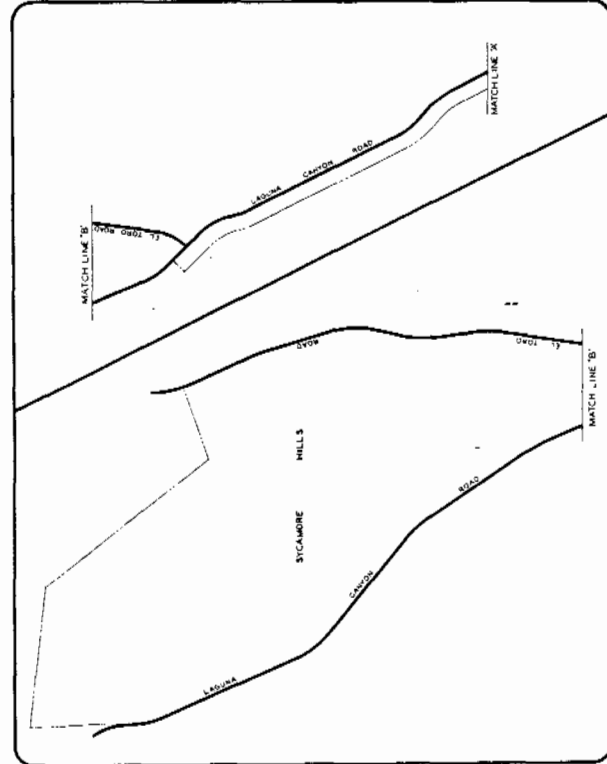
City of Laguna Beach

MAP 3-5

Parking Needs:

Festival Goers

BASE MAP REVISED 4/81
SCALE: 1" = 100' (1" = 100')



City of Laguna Beach

TABLE 3-2
PARKING DEMANDS

User Group	Seasonal Demand Characteristics				Daily Demand Characteristics		Hourly Demand Characteristics		
	Win.	Sp.	Sum.	Fall	Weekend	Weekday	Mid-8	8-5	5-Mid
								(1)	
Residents	x	x	x	x	x	x	x	x	x
Local Shoppers	x	x	x	x	x	x		x	
Employees	x	x	x	x		x		x	
Recreationalists			x		x	x		x	
Festival Goers	x		x		x	x		x	x

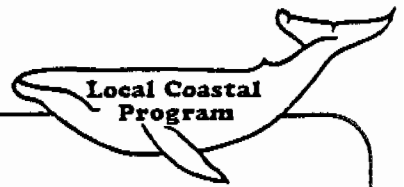
(1) Weekends only

As is shown in the above table, not all user groups compete for parking at the same time. At particular times of the year, and at particular times of the day, different groups require parking opportunities.

In 1976 a comprehensive parking survey was conducted in the Laguna Beach Central Business District. Under that study the downtown area was divided into 16 blocks (see Map 3-6). Land uses in each were then identified through field investigation and, based upon the parking standards in the Laguna Beach Municipal Code, a parking demand for each block was calculated. Against that figure, parking available (on and off site), as identified by Wilbur Smith and Associates (1975) and city staff (1976), was recorded. Table 3-3 indicates the results of that study.

TABLE 3-3
CBD PARKING INVENTORY

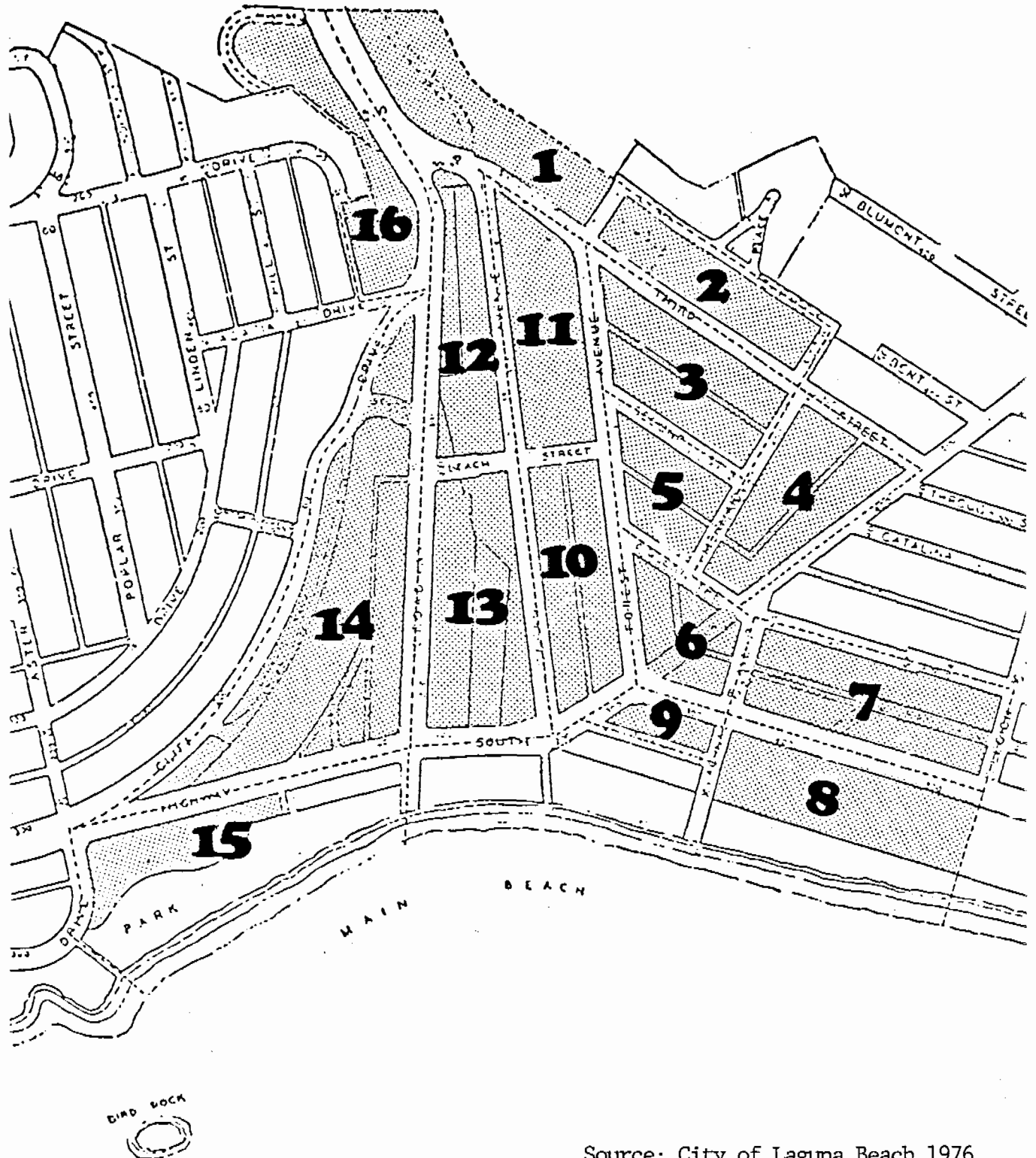
Block	Parking Requirements	Parking Availability	Surplus/Deficiency
1	44	151	+ 107
2	80	66	- 14
3	216	151	- 65
4	174	83	- 91
5	207	119	- 88
6	146	69	- 77
7	245	141	- 104
8	131	72	- 59
9	49	19	- 21
10	303	187	- 116
11	307	123	- 184
12	108	69	- 39
13	537	251	- 286
14	277	213	- 64
15	186	96	- 90
16	130	113	- 17
TOTAL	3,131	1,923	-1,208



MAP 3-6

Parking Inventory - CBD

[Refer to Table 3-3]



Source: City of Laguna Beach 1976

Although the study neglected the potential for multi-use parking opportunities and did not analyze the viability of existing parking standards, it did reveal a serious parking deficiency in the downtown area.

As indicated above, 1923 parking spaces exist in the downtown area. Of these, 369 (19%) are publicly owned off-street parking, and 948 are private off-street parking. Many of these private off-street parking stalls have the potential for dual use. The use for which they are provided may not require 24-hour occupancy. For example, in the downtown area there are a number of banks. Between the hours of 9 a.m. and 4 p.m., there may be a brisk business for on-site parking. After 4 p.m., however, the banks have closed, thereby diminishing the parking demands. In contrast, restaurants and theatres cater to a predominantly evening crowd. Uses, dependent upon their nature and period of operation, may therefore utilize the same parking stalls without adversely impacting parking availability.

Public transit provides the potential to reduce auto dependency and thereby parking demand. The city operates an extensive system of buses and trams throughout the community. This system is augmented during summer months in response to rising demand and changing ridership (origin-destination) patterns. The community's intra-city transit service complements a broader inter-urban bus system operated by the Orange County Transit District (OCTD). Additionally, the city is serviced by both Greyhound and Trailways lines, which tie the community to points outside the county, and a taxi service operating under franchise to Laguna Beach.

ISSUE IDENTIFICATION AND ANALYSIS

- A. Competition Among User Groups: Because of the proximity of commercial uses to local coastal recreational opportunities, recreationalists and shoppers must compete for limited public parking. The resulting decreased accessibility to local commercial uses, produced by the unavailability of convenient parking, negatively impacts the operation of local commercial establishments in favor of peripheral or external commercial centers.

The downtown parking survey discussed previously concluded with the findings that many downtown commercial uses fail to provide adequate parking (based upon established Municipal Code standards). No definitive survey has been completed for the city's remaining commercial areas; it can be assumed, however, that, like the downtown, off-street parking deficiencies exist. Shoppers, out of preference, convenience or in recognition of this defi-

ciency, park on-street. During summer months, however, recreationalists can also be expected to utilize these same parking stalls.

- B. Resident Parking Needs: Increased automobile usage per household, illegal residential conversions, and inadequate on-site parking require many residents to utilize on-street parking, forcing residents to compete with others for parking spaces. In areas with mixed residential and commercial uses, or in areas adjacent to recreational nodes, residents are sometimes responsible for the displacement of parking opportunities for shoppers and recreationalists.
- C. Circulation: Motorists, in their search for parking opportunities, significantly increase vehicular congestion in the downtown area. Cars often stop in traffic, waiting for another motorist to pull away from a parking stall. Traffic is delayed or stopped until the motorist pulls out of the traffic lane. This produces maximum disruption in single lane traffic.
- D. Private Parking Lots: Existing private parking lots are not utilized to their optimum efficiency. When not required for the operation of business, their utilization is often restricted entirely. The intent of Municipal Code standards mandating the provision of on-site parking for commercial uses is to assure that those uses address the parking demands they impose upon the community. Those demands are generally restricted to the hours of operation of the business. When not in operation (i.e., when no demand is being imposed by the specific use for that parking), those parking spaces represent an unrecognized and unutilized parking resource. Examples of such uses which exhibit only periodic demands for on-site parking include banks, medical and professional offices, many retail stores, schools and churches.
- E. Parking Meters: The cost and time allocation assigned to individual parking meters can play an instrumental role in regulating their usage. For example, beach goers would be reluctant to park at short-term meters, faced with the prospect of hiking back to the car every hour or so to feed the meter. Similarly, shop keepers and employees require longer-term parking than do shoppers.

The city currently operates and maintains eight separate time classifications: 12, 24 and 30 minutes; 1, 2, 3, 4 and 10 hours. The following table references the parking requirements of the city's identified user groups. Meter times should respond to the particular demands imposed by the city's user groups.

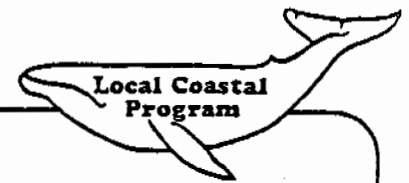


TABLE 3-4
USER GROUP PARKING REQUIREMENTS

<u>User Group</u>	<u>Short Term 0-4 Hrs.</u>	<u>Long Term 4-10 Hrs.</u>
Local Shoppers	X	
Employees		X
Recreationalists		X
Festival Goers		X

F. Municipal Code Requirements: In 1974 the city revised its parking standards to more accurately reflect parking demand. This resulted in the adoption of a more restrictive set of standards. As a method of assessing the adequacy of Laguna's parking regulations, those adopted by the California Coastal Commission were compared against the city's own standards (Table 3-5). As can be seen from that comparison, considerable discrepancy exists, with those promulgated by the Coastal Commission generally more stringent.

G. Parking Certificates: Under the city's existing parking in lieu fee program, developers are able to purchase parking certificates in designated areas (Map 3-7) for \$8000. Those funds are then deposited in the city's Parking In Lieu Account and reserved for the construction of parking improvements in the downtown area. There are two major problems associated with this program:

1. The fees collected are not necessarily equated to the cost of constructing a parking stall; and
2. No long-term implementation program has been adopted to create those spaces, except for the recently approved Glenneyre Street parking structure. The resulting impact is that the program creates a mechanism to bypass municipal parking standards, thereby compounding the city's existing downtown parking deficiency.

H. New Parking Opportunities: The existing parking deficiency in the downtown area, combined with recreational parking demands of both the beach and summer art festivals, requires the provision of substantial new parking opportunities. To be used effectively, parking should be convenient, accessible and adjacent to the "use" generating the parking demand.

In a broader sense, the "use" is the downtown area whose shops and Main Beach area generate a substantial parking demand. By incorporating centralized parking within the downtown area in proximity to this demand, motorists are forced to drive through the CBD to locate that parking, adding to downtown congestion. In contrast, centralized parking at peripheral locations may reduce vehicle traffic.

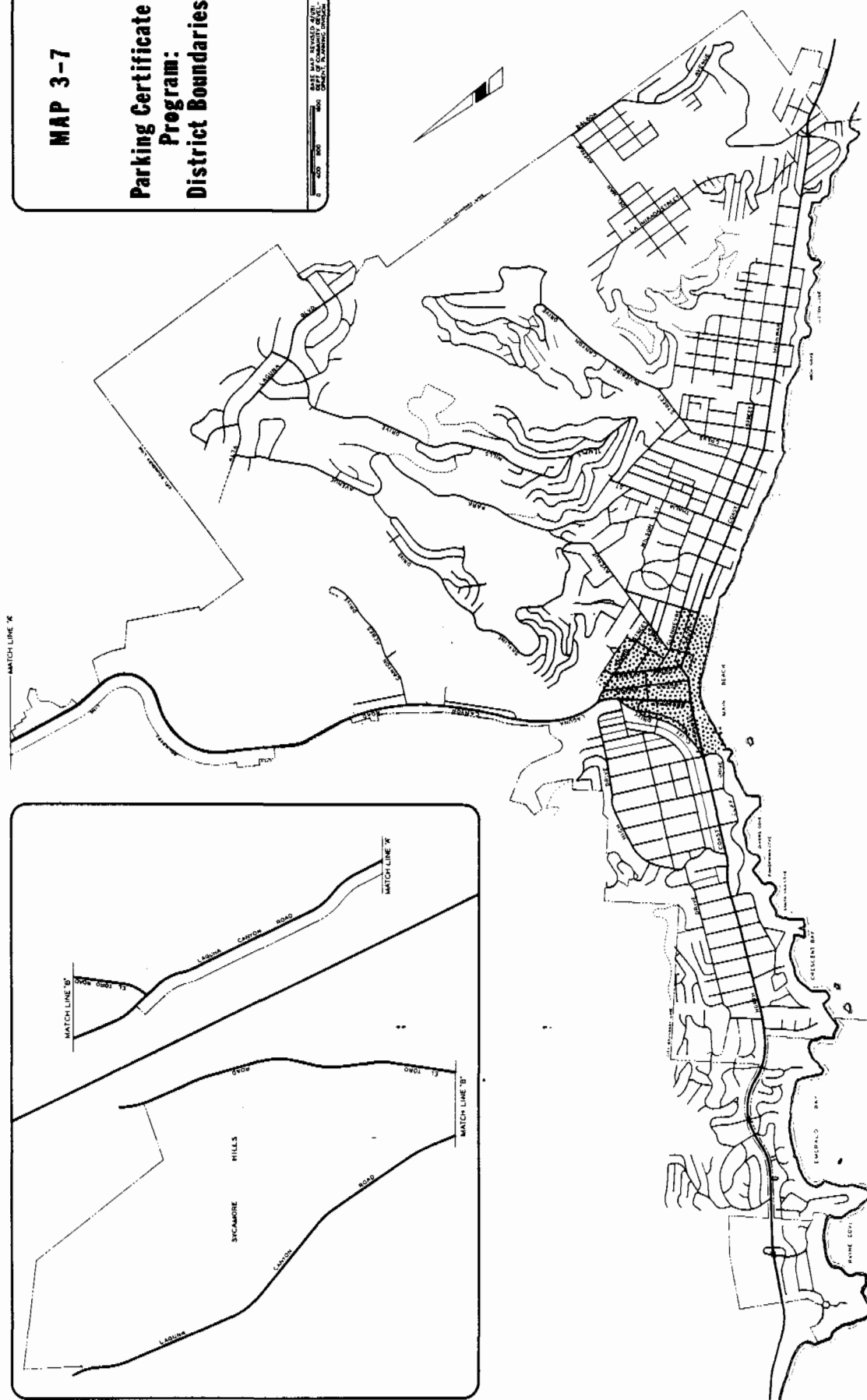
TABLE 3-5
COMPARISON OF PARKING STANDARDS: CITY AND COASTAL COMMISSION

Use	Parking Space Requirements	Coastal Commission	Comments
Animal Hospital	1 for ea. 500 sq. ft. of floor space w/in the bldg.	5 spaces for ea. Dr., + 1 space for ea. employee	Apparent discrepancy between the two standards since many animal hospitals may be small. Commission's regulations may bear more directly on actual demands.
Art Gallery	1 for ea. 35 sq. ft. of floor area in the assembly room	1 for ea. 250 sq. ft. of gross floor area	City standards appear more excessive. Art gallery patronage is primarily foot traffic in this community.
Auditorium	1 for ea. 5 permanent seats, or 1 for ea. 35 sq. ft. of floor area in the assembly room.	1 space for ea. 3 fixed seats or for ea. 21 sq. ft. of seating area where there are no fixed seats, + 1 for ea. employee.	Commission's standards more restrictive. 1 space per 3 seats assumes that 3 individuals will arrive per carload. The city's 1-5 standard may be overly lenient.
Bank	1 for ea. 300 sq. ft. of floor area w/in the bldg.	1 for ea. 225 sq. ft. of gross floor area on main floor, non-bank uses shall provide parking pursuant to use.	Commission standards are the more restrictive.
Church	1 for ea. 5 permanent seats or for ea. 35 sq. ft. of floor area in assembly room.	1 for ea. 3 fixed seats or for ea. 21 sq. ft. where there are no fixed seats.	See comments under Auditorium.
Drive-In Restaurant	10 + 1 for ea. 200 sq. ft. of gross floor area	1 for ea. 500 sq. ft. of gross floor area but not less than 10.	
General Office	1 per 300 sq. ft. of floor area but not less than 2 per tenancy.	1 for ea. 225 sq. ft. of gross floor area.	
General Retail Stores	1 per 300 sq. ft. of floor area but not less than 2 per tenancy.	1 for ea. 225 sq. ft. of gross floor area	
Medical Office	1 per 300 sq. ft. of floor area but not less than 2 per tenancy.	1 for ea. 150 sq. ft. of gross floor area	It can be assumed that compliance w/municipal parking standards could produce no parking even before the patients arrive. 2 spaces will be taken by the Dr. and his assistant. City standards ignore employee parking demands.
Hotel	1 for each room plus 1 for each 15 rooms or fraction thereof	2 spaces, + 2 for ea. dwelling unit, plus 1 for each guest room for first 30, 1 for ea. 2 rooms in excess of 30, but not exceeding 60	
Hotel	See Hotel	1 for each guest room	
Multi-Family Dwelling	1 1/2 for ea. studio or 1 bdrm., 2 for ea. unit w/2 or more bdrms., + 1 guest space for ea. 4 units.	2 per dwelling unit, + 1 guest space for ea. 7 units or fraction thereof.	City standards are the more restrictive.
Single Family Dwelling	2 per residence, + 1 for 4 or more bdrms.	2 spaces per dwelling unit	City standard is the more restrictive.
Restaurant	1 for ea. 4 seats or for ea. 60 sq. ft. of floor	1 for ea. 50 sq. ft. of service area.	

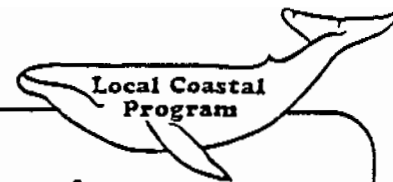
MAP 3-7

**Parking Certificate
Program:
District Boundaries**

BASE MAP REVISED APRIL 1980
CITY OF LAGUNA BEACH



City of Laguna Beach



An appropriate peripheral parking site should feature four conditions:

1. The site should be physically accessible to the downtown area, i.e., within a five-minute walking distance.
2. The site should be a minimum of one acre in size to accommodate up to 125 automobiles (the minimum site requirement can be accommodated on multiple levels).
3. The site should be currently vacant, underdeveloped, or under public ownership (the fiscal constraints of acquiring an existing developed site would be prohibitive).
4. The site should not be located in an existing residential area.

Using this criteria, the following areas have been identified as sites possibly suitable for a centralized parking facility:

Glennestre Street Parking Lot (between Laguna Avenue and Legion Street)--The site is under public ownership and is currently operated as a municipal parking lot. A new parking structure accommodating an extra 126 spaces (for a total of 218) will be completed in June 1985.

Municipal Employees Parking Lot/City Sewer Treatment Plant--Operation of the treatment plant has been discontinued with completion of the new regional treatment plant at Aliso Creek, providing for an alternate use on the city-owned property.

Act 5 Parking Lot (situated across from the Laguna Lumber Company on Laguna Canyon Road)--The vacant property is currently owned by the Irvine Company and leased by the City of Laguna Beach for public parking purposes. A transit connection would be necessary for direct and convenient access to the central business district.

- I. Parking Variances: The issuance of a variance from the city's parking standards may result in the transference of a parking problem from on-site to off-site, thereby separating the problem from its cause. If a parking problem will be transferred elsewhere, the issuance of a parking variance may be inappropriate unless it is supportive of other public objectives as identified in the city's zoning ordinance and general plan.
- J. Special Activities: The summer art festivals in Laguna Beach generate substantial parking demand, attracting nearly 50,000 visitors weekly.

According to the Summer Festival Parking Plan approved each year by the City Council and State Coastal Commission, 1658 parking spaces were available to festival goers. A closer analysis of this inventory reveals that of the 1658 parking spaces:

- 362 are on-street
- 44 are not available to the general public
- 508 are subject to restricted availability
- 342 are privately available off-site
- 402 are publicly owned

IMPLEMENTATION PROGRAM

A. Special Studies and Capital Expenditures

1. Feasibility study of city sewer treatment plant for alternative uses, including centralized parking structure. Study completed and endorsed by City Council with parking structure high priority.
2. Construction of Glenneyre Street Parking Structure, providing 126 additional downtown parking spaces. Construction is scheduled for completion by June 1985.
3. New interim parking certificate fees instituted by City Council in May 1984, which raises in-lieu parking certificates from \$4000 to \$8000, thereby more closely approximating actual costs of replacement parking. Interim fees in effect until June 1985, when permanent measures will be adopted. Planning Commission formed sub-committee to study this issue.
4. Council appointed Parking, Traffic and Circulation Committee studying city parking standards, meter time classifications, and long-term parking management plan.

B. Local Coastal Program--Phase III

1. Revision of parking standards to reflect use and demand characteristics.
2. Inventory of public signs used for directional parking purposes and preparation of sign capital improvement program.
3. Reevaluation of city's park-and-ride program, including exploration of carpool opportunities for commuters.

TRAFFIC MANAGEMENT PLAN

COASTAL ACT POLICY

Section 30252. The location and amount of new development should maintain and enhance public access to the coast...

Section 30254. New or expanded public works facilities shall be designed and limited to accomodate needs generated by development or uses permitted consistent with the provisions of this division (i.e., California Coastal Act).

BACKGROUND AND SETTING

- A. Application of Study: The objective of the Traffic Management Plan is to investigate actions to improve traffic flow on the city's major arterial streets, including factors contributing to traffic congestion and inefficient circulation. The assumption is that by enhancing traffic flow, the city will facilitate beach access opportunities, thereby fulfilling the intent of the Coastal Act. The study focuses on Pacific Coast Highway (Highway 1) and Laguna Canyon Road (Highway 133), since these arterial streets serve as the principle roadways for intra-city travel and provide direct access opportunities to the city's public beaches. It is not the intent of this study to present a comprehensive analysis of the city's total traffic conditions or needs such as those associated with residential collector streets.
- B. Existing Traffic Characteristics: According to the County of Orange's December 1979 publication, The Development Monitoring Program, Pacific Coast Highway and Laguna Canyon Road "currently experience traffic volumes at or above design capacity in the vicinity of Laguna Beach. During the summer months, conditions approach the intolerable because of heavy tourist use. Because of limited arterial and poor regional access, traffic conditions in Laguna Beach will continue to decline in the future, and no circulation system improvements currently proposed for the future will prevent this."

Table 3-6, excerpted from the Development Monitoring Program, indicates the traffic growth projections on the City's arterial highway system between 1978 and 1987.

TABLE 3-6
TRAFFIC PROJECTIONS

Highway Name	From	To	Existing Hwy. Capacity (ADT-Thousands)	Planned Hwy. Capacity (ADT-Thousands)	Target Year Demand (ADT-Thousands)				Percent over Design Capacity 1987
					1978	1980	1982	1987	
Coast Highway	Emerald Bay	So. Laguna	30	30	35	40	42	45	150
Laguna Canyon Road	Coast Highway	Cliff Dr.	20	20	29	29	30	30	150
	Canyon Acres	Big Bend	10	10	27	27	28	28	280
	Big Bend	El Toro Rd.	10	10	25	25	26	26	260
	El Toro Rd.	So. Irvine	10	10	16	16	17	18	180

The preceding table indicates that through 1987 increased demand will be imposed upon Pacific Coast Highway and Laguna Canyon Road. During that same period, major improvements are not anticipated to these streets which would enhance traffic flow. The greatest component of the expected increase will occur along Coast Highway. A smaller increase is anticipated along Laguna Canyon Road.

The County study indicates that a majority of the vehicle trips along the City's arterials are generated from outside of the city. This figure indicates that the greatest demand on the city's arterials is exerted by non-resident traffic. Two divergent strategies exist to improve vehicular mobility along the city's arterial highways:

- 1.) Improve highway capacity on the City's arterial and support street system;
 - 2.) Decrease the number of vehicles/vehicle miles traveled on those roadways by encouraging a more efficient use of the city's street system.
- C. Road Capacity: Road capacity is defined as the maximum number of vehicles which have a reasonable expectation of passing over a roadway during a given time period under prevailing street and traffic conditions. (Source: Standard Handbook for Civil Engineers, Merritt, 1968). Capacity is not a universal or static number which is applicable along the entire roadway; rather, it will vary for different sections of the road depending upon street and traffic conditions. Roadway factors which can affect capacity and traffic flow include grade, alignment, lane width, edge of clearance and intersections. Traffic factors include the type of vehicles using the roadway, the existence of on-street parking, bicyclists, pedestrians and signalization.

Any of these roadway and traffic factors can cause a "bottleneck" and reduce traffic flow. A roadway's capacity should therefore be defined not by its strongest, but by its weakest link; i.e., the roadway capacity at its bottlenecks. By improving the capacity at specific bottlenecks, traffic flow will be improved. For this reason the Traffic Management Plan focuses on specific bottlenecks along Laguna Canyon Road and Pacific Coast Highway (See Map 3-8). The problems commensurate with each of these areas are discussed below.

ISSUE IDENTIFICATION AND ANALYSIS

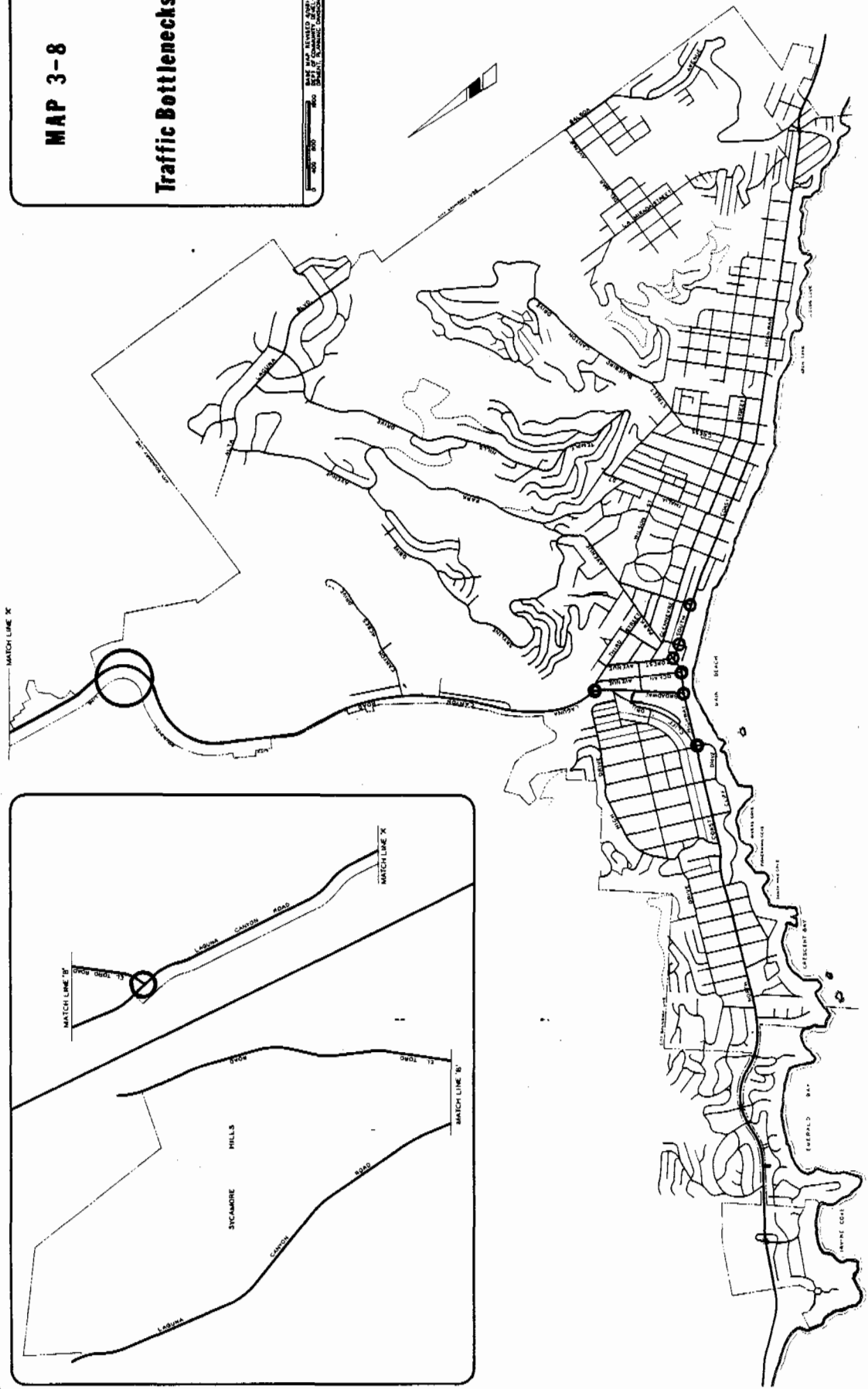
- A. Laguna Canyon/El Toro Intersection: Motorists traveling southbound on Laguna Canyon Road are visually impaired from seeing the El Toro intersection. This is due both to the turn in the road and the hillsides which obscure visibility. As a result, motorists tend to slow considerably in advance of the intersection and proceed cautiously until the signal is within view. If the signal is already "green," the slowing of traffic adversely affects traffic flow and capacity. Furthermore, Laguna Canyon Road momentarily widens to four lanes at its intersection with El Toro Road, then reduces again to two lanes immediately past the intersection.
- B. Big Bend: Traffic slows around Big Bend, due to the curve, alignment of the street, the resulting impaired sight distance, and the concentration of business and resident traffic which obtains access from Laguna Canyon Road. Turning from or onto that roadway impedes traffic and creates a serious accident potential. Additionally, during periods of flooding, traffic conditions range from inconvenient to impassable. As road conditions deteriorate, traffic flow diminishes.
- C. Forest Avenue Intersection: Forest Avenue represents a bottleneck to traffic capacity along Laguna Canyon Road. This condition is a result of several factors: motorists entering the downtown area (onto streets with lower traffic capacity); motorists looking for parking; the proximity of private and public parking lots; vehicles entering the traffic lane from Forest Avenue; and the turn in the roadway just south of that intersection.

Periods of peak traffic flow are also periods of peak pedestrian activity. During summer months, there is significant pedestrian movement across Laguna Canyon Road in the vicinity of Forest Avenue. This results in additional and lengthened delays at Forest Avenue and creates an additional "intersection" across from the Festival

MAP 3-8

Traffic Bottlenecks

MAP WAS REVISED AND
REPRINTED BY COMMUNITY DEVELOPMENT
DEPARTMENT, CITY OF LAGUNA BEACH



City of Laguna Beach



grounds -- creating two "unsynchronized" intersections within a few hundred feet of one another.

- D. Broadway/Coast Highway Intersection: Southbound motorists on Broadway wishing to turn right onto North Coast Highway are often restricted from doing so due to pedestrians crossing that roadway. During peak summer periods, few cars are able to make that movement per cycle.

Vehicles turning from southbound North Coast Highway onto northbound Laguna Canyon Road are restricted by both oncoming traffic and pedestrians. The result is a bottleneck on Coast Highway and reduced traffic volumes on Laguna Canyon Road.

- E. North Coast Highway/Aster-Cliff Intersection: The problems associated with this intersection stem from its five points of ingress/egress. Motorists traveling southbound on North Coast Highway, wishing to turn left (north) onto Aster Street must contend with autos entering the intersection from both North Coast Highway (northbound) and Cliff Drive (northbound). Vehicles traveling northbound on Cliff Drive must merge with traffic on North Coast Highway. The condition results in a number of vehicle accidents annually.

The presence of on-street parking on North Coast Highway from the Aster-Cliff intersection to Broadway also acts to hinder traffic flow. Vehicles attempting to maneuver into or out of parking stalls block traffic and thereby reduce capacity.

- F. North Coast Highway/Ocean Avenue Intersection: The presence of on-street parking produces a greater hindrance than benefit and adds to traffic congestion and inefficient circulation. Although currently posted "No Left Turn", a considerable number of motorists continue to turn northbound on Ocean Avenue, presenting an enforcement problem. The opening of this roadway to southbound traffic volumes on South Coast Highway may incrementally reduce traffic volumes on Forest Avenue and on Broadway.

- G. South Coast Highway/Forest Avenue Intersection: The Forest Avenue intersection represents a major bottleneck to traffic on South Coast Highway. The main reason for this condition is the severe bend in the road that Pacific Coast Highway takes at this location. Motorists approaching the intersection must slow to negotiate the turn. Lane delineation is nonexistent through the intersection, causing motorists to swerve into both inbound and outbound traffic lanes. Significant improvements to traffic capacity at that intersection should be tied to public efforts at reducing the severity of that turn.

Drivers traveling southbound on Pacific Coast Highway wishing to turn onto Forest Avenue further compound the problem. As is customary motorists turning left enter the intersection and wait for a break in traffic to negotiate the turn. Because of the bend in the road which hinders visibility, a motorist waiting in the intersection represents a traffic hazard. To the unaccustomed motorists the existing location of the traffic light (for southbound traffic) lacks proper visibility. Drivers will often sit through the left turn arrow cycle fully unaware of their authority to proceed through the intersection. Pedestrians wishing to cross Pacific Coast Highway further compounds the capacity problems of this intersection.

- H. South Coast Highway/Laguna Avenue Intersection: Currently, left turn movements (northbound and southbound) into Laguna Avenue are prohibited, relegating motorists to alternative roadways. The installation of a turn movements onto Laguna Avenue would significantly reduce the functional use of lower Park Avenue (between Coast Highway and the library). That roadway now serves as an access route to both Laguna Avenue and the public library as well as providing limited parking for adjacent and downtown businesses. As a component to the proposed improvements to the Laguna Avenue intersection, the city should consider the closure of lower Park Avenue to vehicular traffic. ..
- I. South Coast Highway/Legion Street Intersection: Between Laguna Avenue and Legion Street, there exists a number of points of ingress and egress onto South Coast Highway. Most notable of these (those generating the greatest demand) is the Hotel Laguna. As a result, traffic is often tied up behind vehicles wishing to turn left between intersections.

South of the Legion Street intersection is Sleepy Hollow Lane. Sleepy Hollow Lane provides access to a restaurant and 176 residential and motel units. A high accident rate at the Sleepy Hollow/Pacific Coast Highway intersection is noted. Motorists turning left onto Sleepy Hollow Lane from northbound South Coast Highway must stop

in the left travel lane to negotiate the turn - effectively reducing traffic capacity at that point. Due to limited visibility of South Coast Highway from Sleepy Hollow Lane, the turning maneuver from that roadway onto northbound South Coast Highway is difficult.

IMPLEMENTATION PROGRAM

A. Special Studies and Capital Expenditures

1. State Transportation Commission has approved 3.2 million dollars for realignment of Big Bend and \$465,000 for right-of-way acquisition requirements. Construction to begin in June 1987. Existing alignment of Laguna Canyon Road in the vicinity of big bend will function as frontage road only.
2. Installation of street guard rails to improve traffic efficiency and safety (\$10,000 budgeted for 1984-85 fiscal year).
3. Installation of left-hand turn pocket at Ocean Avenue and Pacific Coast Highway. (Funds budgeted for 1984-85 fiscal year.)
4. Installation of traffic signs at Pacific Coast Highway and Boat Canyon Drive (project appears in city's Five Year Capital Improvement Program for fiscal year 1985-86).
5. Installation of traffic signal at Broadway and Beach Streets (project appears in city's Five Year Capital Improvement Program for fiscal year 1986-87).
6. Installation of new flood control facilities along Laguna Canyon Road to improve traffic circulation and safety while reducing flood potential. (Project has been implemented from Big Bend to the downtown basin.)
7. Upon completion of Glenneyre Street parking structure in June 1985, direction signs will be installed to direct motorists to parking facility.
8. City Council-appointed Parking, Traffic and Circulation Committee continues to study and monitor existing and future traffic and circulation improvements.

TRANSIT PLAN

COASTAL ACT POLICY

Section 30252(1): The location and amount of new development should maintain and enhance public access to the coast by facilitating the provision or extension of transit service.

Section 30252(3): The location and amount of new development should maintain and enhance public access to the coast by providing nonautomobile circulation within the development.

Section 30252(4): The location and amount of new development should maintain and enhance public access to the coast by providing adequate parking facilities or providing substitute means of serving the development with public transportation.

Section 30252(5): The location and amount of new development should maintain and enhance public access to the coast by assuring the potential for public transit for high intensity uses such as high-rise office buildings.

Section 30253(4): New development shall minimize energy consumption and vehicle miles traveled.

BACKGROUND AND SETTING

- A. Application of Study: This study describes the existing public transit system in the city and evaluates its strengths and weaknesses in relation to beach accessibility. This analysis therefore is confined to those issues which will result in the enhancement of public beach access in the community as defined in the Coastal Act. The Transit Plan serves as a counterpart to the short range Transit Plan adopted by the City Council in March, 1980.
- B. Overview of Existing Transit Services: Local transit services have been provided in Laguna Beach since the 1950's when a private operator owned and operated the services. In 1970, the City purchased the system and created the Laguna Beach Municipal Transit Lines (LBMTL). Besides serving transit needs in Laguna Beach, LBMTL provides service outside the City to the Monarch Bay area south of the City, as well as tram and van service during the summer art festivals. A key objective of all LBMTL services is to provide relief from the parking and traffic congestion which is common in the downtown and beach areas. The transit system was originally acquired by the City to provide alternatives to the automobile for travel within the City. This mission is still the primary goal of the system with emphasis upon providing transportation

for the transportation-disadvantaged in the City and providing complimentary services for total transportation management of parking, automobile and pedestrian systems in the City.

During the summer months the City augments its transit line through the installation of a "festival tram" service. Motorists are encouraged to park in peripheral locations and tram into the City to attend the community's summer art festivals and other commercial and recreational activities. Through this service the City promotes bus ridership and attempts to reduce vehicular congestion in town.

In addition to Laguna Beach Municipal Transit Lines, the Orange County Transit District (OCTD) provides public transit service in the community. These services are of an inter-community nature with routes along arterial roads linking Laguna Beach with other communities in Orange County. Greyhound Bus Lines and Continental Trailways also serve Laguna Beach, providing intercity and interstate operations.

1. Laguna Beach Municipal Transit: Laguna Transit provides intracommunity transit service to nearly 90% of the developed areas in the city. However, the extreme grades in many parts of the hillside residential areas of the city inhibit easy access to the system, and the practical coverage of the system in these areas is reduced to approximately 70%. In the relatively level downtown and coastal areas, almost all beach access points are within one quarter of a mile of at least one transit route.

The basic framework of the existing route structure of LBMTL has been in effect since January 3, 1978. At that time, a major revision of routes and schedules was put into effect which increased the amount of service offered to the community. The transit system currently supports three principle routes each of which converge at the downtown transportation center located on Broadway between Acacia Street and Beach Street (see Map 3-9).

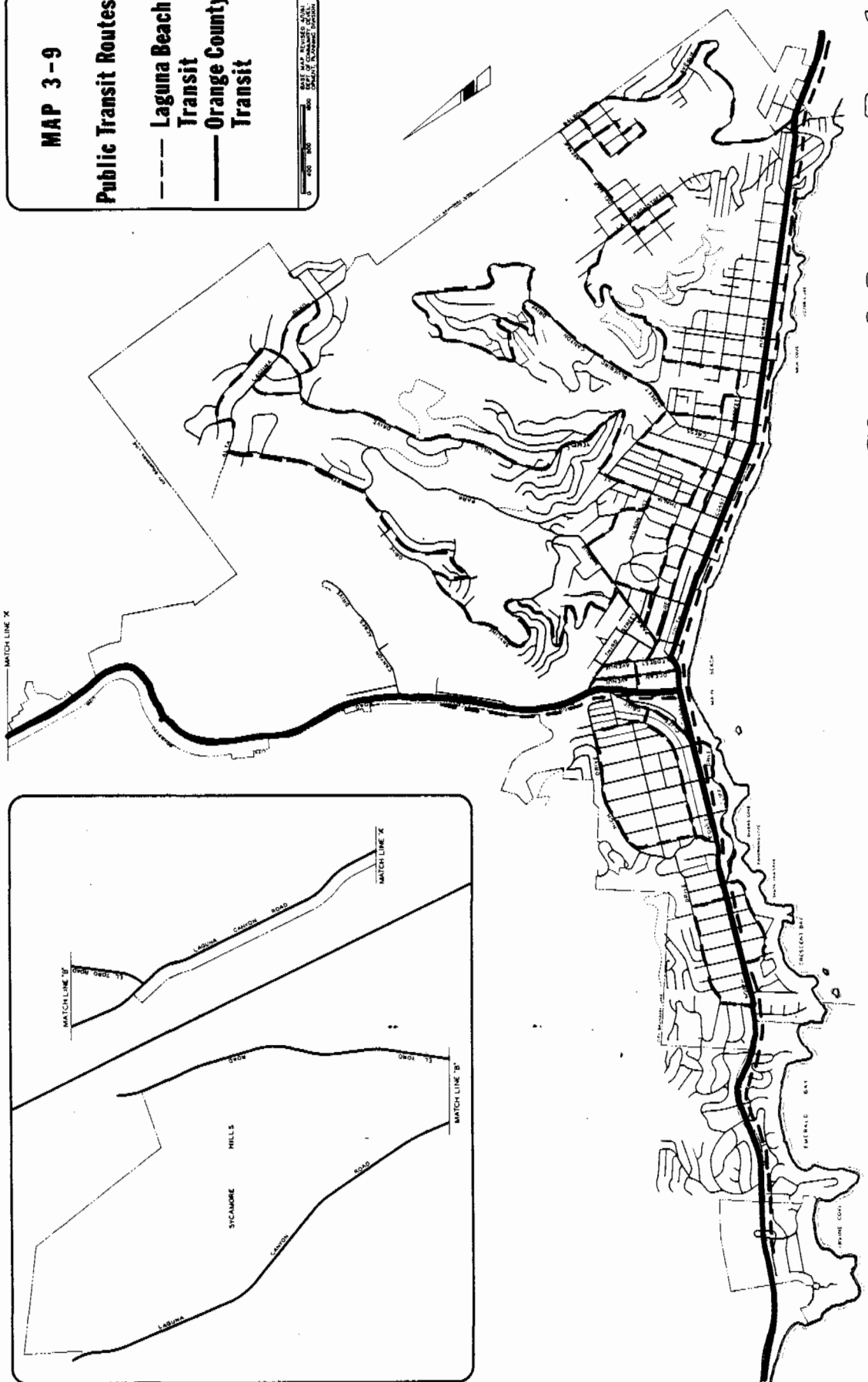
Route 581 serves the area between downtown Laguna Beach and Monarch Bay Plaza located at the intersection of Crown Valley Parkway and Pacific Coast Highway with an additional segment serving the large population of senior citizens along High Drive and Cypress Drive. Route 582 serves the Bluebird Canyon and Arch Beach Heights area and Route 583 serves Alta Laguna and the northern (western) portion of the City.

MAP 3-9

Public Transit Routes

- Laguna Beach Transit
- Orange County Transit

SCALE: 1" = 1/2 MILE
DATE: MAY 1978
BY: J. R. HARRIS
FOR: LAGUNA BEACH TRANSIT



City of Laguna Beach

LBMTL provides a highly personalized community service. Operating procedures are supportive of the personalized nature of the system and tailored to the operation of the system and its image in the community. The vehicles stop on hail to pick up passengers. This policy is especially helpful in hillside areas where even short walking distances involve major changes in elevation.

2. Orange County Transportation District: The County of Orange operates Routes 1, 57, and 85 within the service area of LBMTL. Routes 1 and 57 provide service within the Laguna Beach city limits (see Map 3-9).

Route 1 provides service from Long Beach to San Clemente along Pacific Coast Highway with an approximate service frequency of one bus per hour. Route 57 operates between Santa Ana and Laguna Hills, using Pacific Coast Highway and Laguna Canyon Road with a frequency of about one bus every 20 minutes. Convenient transfer opportunities exist between OCTD Routes 1 and 57 and all three LBMTL routes. Route 85 is operated between Laguna Hills and San Clemente on Crown Valley Parkway and Pacific Coast Highway, with a frequency of about one bus per hour. Transfers between OCTD Route 85 and LBMTL Route 581 may be made conveniently at Monarch Bay Plaza located at Crown Valley Parkway and Pacific Coast Highway.

The Laguna Beach system has a working agreement with OCTD to offer good quality and cohesive public transportation service in the LBMTL service area. This agreement includes coordination of services, distribution of one another's schedule information, and other matters. Both transit systems operate in a manner to avoid undesirable and unnecessary duplication of service within the combined service area. The City of Laguna Beach has developed a transportation center in downtown Laguna Beach which is used by LBMTL, OCTD, Greyhound, Continental Trailways buses, as well as local taxis. A small restaurant and baggage storage lockers are also available. This transportation center constitutes a focal point for all public transit and para-transit services in the city.

ISSUE IDENTIFICATION AND ANALYSIS

The current public transit system in Laguna Beach offers near-complete coverage of service with more than 90% of the population residing within one-quarter mile of an existing bus route. The quality of service relative to beach accessibility may be improved by changes to the frequency of service, operational scheduling and transit routing.

- A. Frequency of Service: Increasing the frequency of service on each of the LBMTL routes from the present hourly to one-half hour frequencies would involve substantial costs and acquisition of new equipment, necessitating the use of additional buses. Increasing

the frequency of one route, however, without a commensurate increase on other routes is not considered fully effective because opportunities for systematic travel, using transfers, would not be enhanced. Thus, the beneficiaries of such an increase would be those who travel along a single route. The city's existing bus service, however, may be augmented through coordination with the Laguna Beach Unified School District, integrating the city's and district's bus service, thereby increasing the frequency of service.

- B. Scheduling: Currently, more bus stops are utilized than are officially recognized by the city due to the practice of the "hail system." Although such a personalized transit system provides convenient ridership, this procedure sometimes causes delays or interruptions of bus schedules.

Laguna Beach Municipal Transit District offers transit service Monday through Saturday, with services unavailable Sundays and most holidays. Inasmuch as Laguna Beach represents a popular year-round tourist attraction with activity especially heavy on weekends and many holidays, transit service during these periods would provide needed public transit opportunities and alleviate downtown traffic congestion.

The current transit schedule does not correspond to the operational hours of the summer festivals. During peak periods of tourist activity (e.g., summer festival season), an extended evening bus service may promote transit ridership in the community, particularly "festival" tram service.

- C. Transit Routing: At the present time, municipal operated bus routes follow the same course through the year. The city does not operate direct or express transit routes to the beach, although such a system would improve beach accessibility and ridership convenience. Given the small scale of the existing bus system, however, and short length of individual routes, express or direct transit routes to the beach may prove unwarranted.

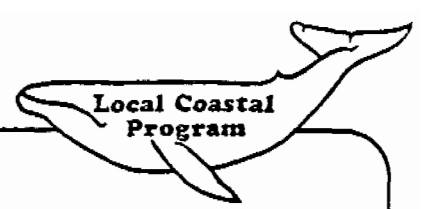
In contrast to intra-city express routes, direct beach bus routes to Laguna Beach from special inland locations could significantly improve beach accessibility and reduce traffic congestion in the community. Modification of inter-city bus routes would be initiated by the Orange County Transit District in cooperation with the City of Laguna Beach.

IMPLEMENTATION PROGRAM

A. Special Studies and Capital Expenditures

1. Preparation of annual short range transit plan, including five-year capital improvement program and financing plan.

2. Reevaluation of transit maintenance facility. Funds for study approved by Orange County Transit District. Project linked to Village Entrance study undertaken by city to consider alternative uses of abandoned sewer treatment plant site.
3. City has purchased three new transit buses to replace existing vehicles and two trams used during the summer festival season.



SECTION IV: ENVIRONMENTALLY SENSITIVE AREAS

WATERCOURSE AND NATURAL HABITAT PROTECTION

CALIFORNIA COASTAL ACT

Section 30233: (A) The diking, filling, or dredging of open coastal waters, wetlands, estuaries and lakes shall be permitted in accordance with other applicable provisions of this division, where there is no feasible, less environmentally-damaging, alternative.

Section 30236: Channelization, dams or other substantial alterations of rivers and streams shall incorporate the best mitigation measures, feasible, and be limited to (1) necessary water supply projects, (2) flood control projects where no other method for protecting existing structures in the flood plain is feasible and where such protection is necessary for public safety or to protect existing development, or (3) developments where the primary function is the improvement of fish and wildlife habitat.

Section 30240(A): Environmentally sensitive habitat areas shall be protected against any significant disruption of habitat values, and only uses dependent on such resources shall be allowed within such areas.

Section 30240(B): Development in areas adjacent to environmentally sensitive habitat areas and parks and recreation areas shall be sited and designed to prevent impacts which would significantly degrade such areas, and shall be compatible with the continuance of such habitat areas.

BACKGROUND AND SETTING

- A. Inventory of Environmentally Sensitive Areas: the City of Laguna Beach is characterized by steep coastal hills which descend southwesterly towards a narrow marine terrace. These hills are incised by canyons which convey ephemeral stream flows. Most of these slopes or canyons are in a natural state, with topographical constraints precluding their development, and provide a habitat for many diversified species of plants and animals. A complete inventory of sensitive plant and animal species appears in Topic 8 of the Open Space/Conservation Element.

Significant natural watercourses in the community were mapped and officially recognized by the City Council in 1974 when they adopted an "Environmentally Sensitive Areas Map." This map was prepared using aerial photographs, topographic maps and individual site analysis, and records not only watercourses but also earthquake faults, major landslide areas, open space preserve areas and sensitive coastal properties. These watercourses are defined in

the city's Municipal Code as those which "serve a distinct functional, scenic or ecological purpose in their natural condition and setting and which are shown on the Environmentally Sensitive Areas Map." Development projects which encroach into watercourses designated on the Environmentally Sensitive Areas Map are subject to a special review process and detailed design standards, including site planning requirements, setback provisions and architectural review. Significant natural watercourses and related hydrologic conditions appear in Section 6 of this report, on the map entitled "Landforms and Hydrology."

For purposes of this document, the State has defined environmentally sensitive areas 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 (Coastal Act Section 30107.5), including: areas of special biological significance as identified by the State Water Resources Control Board; rare and endangered species habitat identified by the State Department of Fish and Game; all coastal wetlands and lagoons; all marine, wildlife, and education and research reserves; nearshore reefs; tidepools, sea caves; islets and offshore rocks; kelp beds; indigenous dune plant habitats; and wilderness and primitive areas."

For additional information on watercourses and natural habitat areas, refer to Section 3, Topics 8 and 9 in the Open Space/Conservation Element.

ISSUE IDENTIFICATION AND ANALYSIS

- A. Importance of Natural Watercourses and other Environmentally Sensitive Areas: Environmentally sensitive areas are lands whose destruction or disturbance will result in adverse effects to a community by creating hazards such as flooding and mudslides; destroying important public resources such as water supplies and water quality; or damaging valuable habitat lands and ecological systems. Each of these threatens the general welfare of a community and results in economic loss. The direct costs of not protecting these areas can be high, affecting both property owners and government interests. These costs may include the reduction of property values or the actual destruction of property or the repair or installation of expensive storm drain systems and related public facilities.

Natural watercourses perform a particularly important function in the ecology of the city and coastal environment.

- They provide a system for watershed management and flood control.
- They collect and transport sand from the watershed to supply coastal beaches.

- They are valuable to the aesthetic and sometimes recreational enjoyment of the community, providing natural open space corridors and buffer separations between developed neighborhoods.
- They contribute to the overall environmental health of the community, providing corridors for transporting nutrients and sediments for use by plants and animals.
- They provide pathways for many species of birds, animals and plant life and supply an important habitat for the community's biological resources, binding together the diverse ecological communities such as hillside environments, riparian lands and canyon bottoms.

Although natural watercourses contribute to and enhance the physical and ecological wellbeing of the city, they also introduce certain constraints and potential hazards to the community. This circumstance produces the need to balance the functional value of watercourses with their ability to disturb the physical environment of the city. Section 6 of this document, which concerns physical constraints affecting new development, discusses this issue in more detail.

- B. Government Regulations: The necessity for local government involvement in environmentally sensitive land comes from the essentially public character of these land resources and their importance to the social and economic welfare of the city. The city has established widespread controls for preserving and protecting these natural elements.

Watercourses, natural habitats and canyons are extensively addressed in the city's General Plan in the form of design criteria and parameters for new building construction and public policy concerning the treatment of these natural resources. These standards are particularly abundant in the Open Space/Conservation Element of the General Plan.

The implementation of general plan policies and performance standards are fulfilled by the city's Municipal Code requirements. Development on hillsides and canyons, for example, is regulated by the Excavation and Grading Ordinance, which emphasizes hazard prevention, conservation and preservation of land resources, and specifically addresses design standards affecting watercourses, such as erosion control measures, cut and fill setbacks, drainage and grading. The city's zoning ordinance (Chapter 25.50.030) sets forth specific standards and objectives designed to protect natural watercourses and habitats. This ordinance also establishes a comprehensive and systematic review procedure for projects that may either encroach or impact these resources, requiring an independent review and evaluation of the proposal.

The city's general plan policies and zoning provisions afford the city active involvement in development decisions affecting environmentally sensitive areas. With this involvement, the city performs a substantial role in resource protection by controlling

some of the externalities of development, such as reducing public hazards, protecting private property and reducing governmental costs from environmental degradation.

IMPLEMENTATION PROGRAM

A. Laguna Beach General Plan

1. Open Space/Conservation Element

a. Policies:

- Topic 8, Policies A-H
- Topic 9, Policies A-R

b. Special Studies/Programs

- Preparation of ordinance restricting improper operation of motor vehicles in designated open space areas.
- Preparation of performance standards for maintaining water flow in natural drainage courses.
- Maintain and upgrade city's Master Plan of Drainage.
- Investigate methods of establishing and maintaining debris collection devices at suitable locations in the major canyon areas prior to the rainy season.

B. Local Coastal Program - Phase III

1. Preparation of biological resource protection ordinance, including development strategies for watershed and sensitive habitat areas, incorporating provisions of biological survey and associated general plan policies under Topic 8 of Open Space/Conservation Element.



TIDE POOLS AND MARINE HABITATS

CALIFORNIA COASTAL ACT

Section 30230. Marine resources shall be maintained, enhanced and, where feasible, restored. Special protection shall be given to areas and species of special biological or economic significance. Uses of the marine environment shall be carried out in a manner that will sustain the biological productivity of coastal waters and that will maintain healthy populations of all species of marine organisms adequate for long-term commercial, recreational, scientific and educational purposes.

Section 30231. The biological productivity and the quality of coastal waters, streams, wetlands, estuaries and lakes appropriate to maintain optimum populations of marine organisms for the protection of human health shall be maintained and, where feasible, restored through, among other means, minimizing adverse effects of waste water discharges and entrainment, controlling runoff, preventing depletion of ground water supplies and substantial interference with surface waterflow, encouraging waste water reclamation, maintaining natural vegetation buffer areas that protect riparian habitats, and minimizing alteration of natural streams.

BACKGROUND AND SETTING

- A. Description of Tide Pool Environments: The shoreline of Laguna Beach is characterized by sandy shores, protected coves and exposed headlands which collectively form the Coastal Intertidal Zone (the area between the high and low water marks). Within the Intertidal Zone are found tide pools that trap water when the tide goes out, creating self-contained pools and living environments. Rich in oxygen and providing an abundant food supply, these tide pools support many species of seaweeds, barnacles, anemones, worms, snails, sea slugs, periwinkles, starfish and mussels. While some species, such as the blind goby, spend their entire lives in tide pools, other creatures depend on the tide pools during some part of their life cycle, either for spawning during their juvenile years, or in the later stages of their lives.

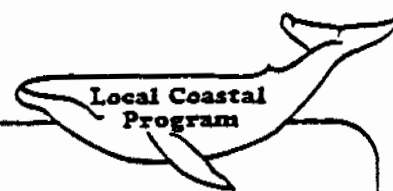
An inspection and sample inventory of tide pools along the shoreline of Laguna Beach was conducted to observe the diversity of marine life species and more generally the ecological quality of these habitats. The survey centered on three separate shoreline environments including Irvine Cove, Crescent Bay and Rockledge. The inventory and recordation of marine species was coordinated by Joe Divinny, Marine Biologist at the University of Southern California. The results of that survey are presented on Table 4-1. Additional information on tide pools and marine habitats is presented in Section 3, Topic 2 of the Open Space/Conservation Element.

Table 4-1

TIDE POOL INVENTORY

Species	Quantity/Size					
	Irvine Cove		Crescent Bay		Rockledge	
	4/10/80 2:00 P.M.	9/9/80 4:00 P.M.	4/11/80 2:00 P.M.	9/10/80 4:00 P.M.	4/12/81 2:00 P.M.	9/11/80 4:00 P.M.
<i>Mytilus californianus</i> (Mussel)	Dense beds Several large	Dense beds Several large	Dense beds Few large	Dense beds Few large	Dense beds Few large	Dense beds Few large
<i>Pisaster</i> sp. (Seastar)	None observed	None observed	Few	None observed	None observed	Some
<i>Lottia gigantea</i> (Giant limpet)	Few 2 large	None observed	Few Small	None observed	None observed	None observed
<i>Phragmatopoma</i> sp. (Sandcastle worm)	Few	Many	None observed	None observed	None observed	None observed
<i>Anthopleura</i> sp. (Anemone)	Dense beds	Dense beds	Dense beds	Dense beds	Dense beds	Dense beds
<i>Balanus glandula</i> (Acorn Barnacle)	Few	Few	Few	Few	Few	Few
<i>Chthamalus fissus</i> (Buckshot Barnacle)	Few	Few	None observed	Few	None observed	None observed
<i>Tegula</i> (Turban snail)	Many	Few	None observed	Few	Many	Many
<i>Littorina</i> (Periwinkle)	None	None	None observed	None observed	Many	Many

Source: City of Laguna Beach, Tide Pool Survey, 1980



ISSUE IDENTIFICATION AND ANALYSIS

- A. Environmental Sensitivity: The Intertidal Zone of the city's shoreline is a complex and diversified natural habitat of marine specimens, relying on the natural ecological balance for their life and propagation. The sensitivity of these habitats and their importance to the overall coastal ecology cannot be underestimated. At the same time, however, the Intertidal Zone and tide pool environments are particularly vulnerable to abuse, waste and degradation by human intrusion and activity.

Tourism: Over the years, increasing numbers of tourists, laden with buckets, jars and plastic bags have curiously collected plant and animal life from the shoreline, gradually depleting supplies (outpacing natural replenishment) and disrupting their sensitive ecological balance. The fact that much of the shoreline in Laguna Beach is accessible to the public has resulted in the diminishment of many intertidal marine species such as starfish, snails, limpets and abalone. Indeed the findings of the sample survey presented in Table 4-1 would suggest a direct correlation between beach accessibility and the quality of tide pool habitats, with Crescent Bay exhibiting fewer marine specimens than either Irvine Cove or Rockledge, both of which maintain restricted beach access.

Educational Training: Public and private schools for many years have instructed their students through various forms of conservation education, sometimes including field trips along the city's coastline. Because marine resources and tide pools are relatively few in number in proportion to the demand imposed on them for study, inadvertant damage or destruction of these fragile habitats frequently occurs where rocks are overturned or marine specimens temporarily removed for observation. The intentional exploitation or destruction of marine life is of course irresponsible. But even the legitimate use of collecting for scientific and educational purposes can seriously deplete marine species in tide pools, if collecting is not carefully regulated and performed in a conscientious manner.

- B. Government Regulations: The Intertidal Zone along the shoreline of Laguna Beach has experienced a visible depreciation of plant and animal life as interest and use in public beaches continues to grow. In an effort to preserve this valuable natural resource, the city initiated action to create an environment whereby the Intertidal Zone would be protected and allowed to regain a natural ecological balance. In cooperation with the State Department of Fish and Game, a Marine Preserve was created and so designated by the State in 1968 for a portion of the city's shoreline particularly rich in



tide pool life. The Marine Preserve or Marine Life Refuge, is protected by State law and is intended to preserve tide pool life. The boundaries and major access points to the refuge areas are posted with signs for their identification and protection. Although the tide pool life is protected by the California Fish and Game Code, certain game fish, including crustaceans and mollusks, may be removed from a refuge area with a Sport Fishing License pursuant to California Sport Fishing Regulations.

In addition to the Marine Preserve, the State, in conjunction with the city, established in 1974 an Ecological Reserve creating, in essence, a marine sanctuary, or a protected "aquarium." The Ecological Reserve, which is demarcated by buoys and shore markers, differs from the Marine Life Refuge in that public access to Reserves is restricted and marine life, plants, large fish, shells or rocks cannot be removed or disturbed except as authorized by Fish and Game Regulations (i.e., for scientific study or research purposes only).

The diminishing natural habitat of intertidal life, which once flourished along the coast of Laguna Beach and Southern California should, over time, replenish in numbers due to the protection afforded by designated preserve areas. The keynote, however, to a successful program must include proper monitoring and enforcement coupled with an effective education program emphasizing the value, sensitivity and complexity of intertidal environments.

IMPLEMENTATION PROGRAM

A. Laguna Beach General Plan

1. Open Space/Conservation Element

a. Policies:

- Topic 2, Policies A - H
- Topic 4, Policies G and H

b. Special Studies/Programs

- Preparation of local enforcement program consisting of shoreline protection regulations and citation authority for marine safety personnel.
- Posting of informational signs at tide pool locations.
- Promotion of marine resource education programs.
- Promotion of expanded marine life refuge.
- Support to non-profit organizations providing care to marine life.

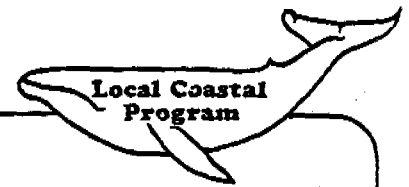
2. Land Use Element

a. Policies

--Topic 4, Policies A and B

B. Local Coastal Program Phase III

1. Preparation of resource management ordinance for protection of tide pools and marine habitats, including the use of interpretive signs, classroom education and local enforcement measures.



ARCHAEOLOGY AND PALEONTOLOGY

CALIFORNIA COASTAL ACT

Section 30244: Where development would adversely impact archaeological or paleontological resources as identified by the State Historic Preservation Officer, reasonable mitigation measures shall be required.

BACKGROUND AND SETTING

- A. Archaeology: The coastal areas of Southern California provided a favorable environment for the settlement and habitation of earlier Indian cultures. Recent archaeological discoveries indicate that the native American Indian arrived in California somewhere between 29,000 and 34,000 years ago. Actual settlement in the vicinity of Laguna Beach occurred sometime after this date, in approximately 20,000 B.P.. The Laguna Woman, for example, which was discovered in the city in 1933, was estimated through radio - carbon dating to be 17,150 years old. This discovery marked a significant cornerstone in the archaeological history of the continent providing important insights into the chronological development of earlier cultures.

Early life styles of these prehistoric people focused primarily upon gathering of food resources; little hunting or fishing was practiced. Camps tended to be located in the inlet estuaries (Laguna Canyon, etc.); the scrub forest found along major drainage channels; and the foothills and rolling terrain of San Joaquin Hills. In more recent history, 500 A.D., Indian cultures in Southern California developed greater technology and began to hunt and fish, supplementing their diets with small and large game and marine foods such as mussels, oysters, clams and abalone.

Archaeologists have been able to show in a broad perspective the local coastal lifestyle along the coast and inland areas through the assemblage of artifactual material and midden deposits such as shell beds, pottery, scrapers, knives carved of stone and wood, protective arrow points and gamestones. Archaeological resources in Laguna Beach are thought to be particularly abundant due to the known presence of earlier peoples in this region and the numerous archaeological discoveries in the area (see Map 4-1). Many of these discoveries have been recorded with the State Office of Historical Preservation. The inclusion of these sites on the State Preservation Registry benefits archaeologists, historians, educators and students by having protected prehistoric areas which have been excavated, researched and displayed professionally. Furthermore, these discoveries have enhanced the public's understanding and appreciation of the community's prehistoric heritage.

Map 4-1
Archaeological and
Paleontological Map
Redacted

- B. Paleontology: Orange County and the environs in and around Laguna Beach are rich in paleontological resources including both vertebrate and invertebrate fossils. The fossil-bearing sedimentary rocks in the county date back to the late Cretaceous Period or approximately 100 million years ago. Most of these rock deposits are of marine origin. One of the most important paleontological areas in the United States is found just south of the city, in Aliso Creek. Paleontologists have indicated that this is the richest miocene strata in the western half of the country, containing a wealth of vertebrate fossils including a diverse assemblage of terrestrial, shore and ocean dwelling animals and plants. Other sites within and adjacent to Laguna Beach have been discovered and excavated, yielding important scientific data that adds significantly to the knowledge of paleontological resources in the region.

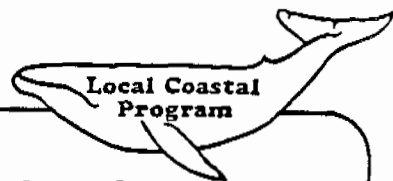
ISSUE IDENTIFICATION AND ANALYSIS

A. Cultural Significance:

Although significant archeological and paleontological discoveries have been made over the years in the vicinity of Laguna Beach, the scientific records of these cultural resources remain incomplete and inconclusive with no real functional chronology or artifactual analysis for the area. The historic obscurity of this area is due to a lack of historic and prehistoric data. Much of what may have been valuable archeological data has been exposed to massive destruction and permanent damage from extensive building construction and associated grading experienced over the last decade. This circumstance can create irreparable damage.

For example, adverse archeological impacts can occur not only through damage or loss of specimens such as artifacts but also when there is disturbance of the deposit containing them. The physical position of each object relative to the others is a major part of the evidence for reconstructing past activities, community size and organization and the date when objects were made or used. Similarly, the position of fossil specimens is important (particularly in regard to stratigraphic and paleontological value of fossils). The impact on previously undisturbed paleontological materials becomes particularly critical when such deposits occur in soft, poorly consolidated sediments and soil.

Archeological and paleontological sites are now in need of identification and determination of significance because of urban development occurring in areas likely to contain cultural resources. Unless these cultural resources are adequately protected, many prime sites will be lost for study, and with this the community will lose forever the ability to reconstruct the lives of those people who once inhabited this environment.



Additional discussion on archeological and paleontological resources is presented under Topic 12 in the city's Open Space/Conservation Element.

B. Preservation Guidelines:

The following guidelines were developed to provide the framework for an archeological/paleontological ordinance to ensure preservation of significant cultural resources. This ordinance will be prepared in connection with Phase III of the Local Coastal Program.

1. Initial requirements: Provide for an archeological and paleontological assessment on all land proposed for development. The cost for this initial assessment (walk-over survey) should not exceed approximately \$250. The city should maintain a list of qualified individuals who have agreed to provide such a service. If sufficient findings are documented, the City Council should determine actions to be taken, in accordance with items 2 and 3 listed below.
2. Archeological Reports: Before new grading permits are issued where no previous archeological and paleontological report exists, a survey should be filed with the city by a qualified archeologist and paleontologist as to possible archeological and paleontological features. These initial reports should consist of:
 - a. A literature and records search with UCLA and local sources.
 - b. A detailed analysis of a surface survey and possible test soundings (pits made to determine type, extent and stratigraphy of the site), including written documentation on the methods and techniques used, conclusions and recommendations.
 - c. Photographs (35 mm and 110) of the site and test soundings.
 - d. A dollar estimate of recommended action.
3. Review Procedure: Archeological reports as prepared in "2" above should be reviewed by the Board of Adjustment through the grading permit process. They may require additional work at the site to be completed within 60 days after the initial report is filed. Where additional work is not already mandated by prior law (such as the Environmental Quality Act, 1971), additional work should be limited to:
 - a. Subsurface excavation to determine significance and extent of archeological and paleontological resources.
 - b. Observation during salvage and grading by an academic archeologist and/or paleontologist.



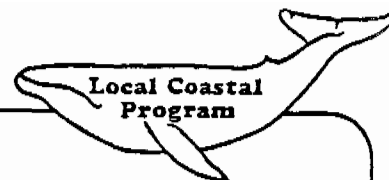
- c. Preservation of a critically important site by:
 - (1) Maintaining it in an undisturbed condition.
 - (2) Excavation and salvage of it in a scientific manner.
Or,
 - (3) In some cases, sites may be covered with soil, to protect the site and allow construction to progress.

4. Development Specifications:

- a. If any archeological or paleontological materials come to light during grading activities, these activities should stop until the qualified archeologist/paleontologist can evaluate the findings. If further excavation is recommended, the city should be informed and action by the Board of Adjustment should be taken prior to the resumption of grading.
- b. Failure to comply with the requirements of the Board of Adjustment and regulations will cause the revoking of grading or building permits and the suspension of any activity otherwise being carried out in compliance with the permits.
- c. Intentional or unintentional destruction or concealment of archeological or paleontological material without permit or clearance by the review body should be cause for penalty.

5. Site Disposition and Identification

- a. The project sponsor should be encouraged to deposit all the artifacts, fossils and other significant remains with local museums, universities or other suitable depositories providing access for public view and scientific research.
- b. All artifacts, fossils and significant remains recovered at the expense of the city should become the property of and belong to the City of Laguna Beach.
- c. Information on areas surveyed, numbers of sites located, their status, and the names and addresses of individuals or organizations knowledgeable of the sites should be maintained by the city. All new information should be forwarded to Orange County Environmental Services and to the UCLA Archeological Survey. Specific locations of unprotected sites should be held as confidential information to avoid vandalism and the resultant irretrievable loss to the historic and prehistoric record of the community.



- d. The city should maintain a list of qualified archeologists and paleontologists, as certified by the County of Orange, who can be used to make the herein described reports.
6. Economic Incentives: Cooperation with the preservation of all archeological and paleontological resources through the use of economic incentives such as increased building densities, reduced taxes, credit toward park dedication, or other amenity requirements should be encouraged.
7. Research Collection: The city should explore the possibility of developing a data base for the collection and storage of archeological and paleontological materials, using the assistance of university faculty and students.

IMPLEMENTATION PROGRAM

A. Laguna Beach General Plan:

1. Open Space/Conservation Element

a. Policies

--Topic 12, Policies A and B

b. Special Studies/Programs

--Preparation of ordinance for the preservation of significant cultural resources in accordance with guidelines established in the Local Coastal Plan.

B. Local Coastal Program - Phase III

1. Same as "b" above (ordinance may be developed in association with General Plan implementation or LCP--Phase III, whichever is accomplished first).



COASTAL BLUFFS

CALIFORNIA COASTAL ACT

Section 30251: The scenic and visual qualities of coastal areas shall be protected as a resource of public importance. Permitted development shall be sited and designed to protect views to and along the ocean and scenic coastal areas, to minimize the alteration of natural landforms, to be visually compatible with the character of surrounding areas, and where feasible to restore and enhance visual quality in visually degraded areas.

Section 30253(1): New development shall minimize risks to life and property in areas of high geologic, flood and fire hazard.

Section 30253(2): New development shall 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.

BACKGROUND AND SETTING

- A. Description of Coastal Bluffs: With few exceptions, such as Main Beach Park, the city's shoreline is characterized by prominent headlands, pocket beaches or coves, wave-cut cliffs, and associated sea arches, caves and blow-holes. These shoreline features are largely a product of erosional forces which have shaped and formed their particular characteristics over centuries of time. Some of these features are more susceptible to erosion than others by virtue of their geologic formation and exposure to erosional elements. Most of the headlands, for example, are composed of hard and resistant rocks; thus their continued prominence along the city's shoreline. Abalone Point, Emerald Point, Two Rock Point and Boat Canyon are examples. Coves that contain pocket beaches are a reflection of the weaker bedrock such as Monterey Shale that weathers, erodes and retreats more rapidly than the resistant rocks of headlands. The topographic irregularity of Laguna's shoreline and diversity of rock formations and natural features have created a picturesque and unique coastline uncommon in Southern California. For this reason the coastal bluffs are regarded in the community as a prized natural resource. Additional discussion on coastal land features, including shoreline bluffs and other natural features appears in Section 3, Topic 1 of the Open Space/Conservation Element.

ISSUE IDENTIFICATION AND ANALYSIS

- A. Environmental Sensitivity: The city's coastal bluffs are particularly vulnerable to erosional processes, which are precipitated by both natural forces and human activity. Wave action can be a significant factor in the fate of sea cliff erosion and bluff instability. The breakdown of sea cliffs and bluffs by wave

action is a natural and constant process, the rate of erosion depending on such factors as the resistance of the cliff material, the conformation of the shoreline, the height of the cliff, the erosion from upland areas, and the direction, height and frequency of waves. Sea cliff retreat is also a result of a combination of individual, natural or physical factors such as rain, wind, geology and biology. Geomorphic processes may induce bluff erosion and instability such as rock falls, perches and unsupported slide blocks and the collapse of sea caves and sea arches.

In addition to natural causes, cliff erosion can be accelerated by saturation from irrigation or other increased water runoff at bluff tops. Runoff over the bluff edge and down the cliff face or percolation of ground water through permeable zones at the face of the cliff may result in the failure of loosely consolidated slope material. This circumstance is sometimes accentuated when drainage outlets, fences and stairways are constructed on the bluff edge. Other factors contributing to bluff erosion include: introduction of non-native vegetation; burrowing activities of animals; pedestrian movement on the bluff face; and grading of the bluff top, poor site planning and the lack of understanding of bluff dynamics.

- B. Development Activity: The special attributes of coastal bluffs and extraordinary value of ocean front property has created significant demand for the utilization of this land. The majority of ocean front property in the city is zoned and currently developed for residential use. Although less than 10 percent of this land remains vacant, providing only limited new development opportunities, considerable interest exists in the rehabilitation or remodeling of existing structures. The continuing interest in development of ocean front property compared to the environmental sensitivity and potential geologic instability of coastal bluffs creates the need to regulate and carefully monitor future development activity in these areas.
- C. Development Controls: The utilization of development controls and special design standards is an effective means to protect the coastal bluffs from future development that may damage the geologic stability of those bluffs and expose life and property to environmental hazards. Although some bluff erosion, especially from natural processes, is inevitable and unavoidable, existing efforts to preserve the city's coastal bluffs and retard bluff erosion have provided significant benefits and safeguards to the community, including the following:
 - 1. Protection of public health and safety.
 - 2. Reduction of environmental degradation, such as soil and vegetative loss.
 - 3. Reduction of public and private economic loss due to structural or property damage.
 - 4. Preservation of the physical characteristics of bluffs, including their aesthetic and scenic qualities.

As described in this report, the coastal bluffs constitute a fragile natural resource particularly susceptible to damage and destruction. In 1969, F. Beach Leighton and Associates, a geotechnical consulting firm, prepared a Preliminary Geologic Map and accompanying research report for the city, which identified considerable stretches of the city's shoreline as susceptible to "slope instability and liquefaction and containing soft coastal headlands." (Refer to Map of Geologic Conditions contained in Section 6.) This study was largely responsible for the designation of coastal bluffs and adjacent ocean front property as "Environmentally Sensitive Areas." Much like natural watercourses and habitats, which also appear on the city's "Environmentally Sensitive Area Map," private or public development projects proposed on bluff top property must undergo special review procedures and detailed design standards, including site planning requirements and design review, setback provisions and compliance with provisions of the city's Zoning Ordinance, Geology Ordinance and Excavation and Grading Ordinance. This special review procedure is symbolic of the sensitive nature of coastal bluffs and surrounding environments and reflects the city's commitment to preserving this unique resource.

IMPLEMENTATION PROGRAM

A. Laguna Beach General Plan

1. Open Space/Conservation Element

a. Policies

--Topic 1, Policies A - H

b. Special Studies/Programs

--Preparation of an ordinance which prohibits climbing on coastal bluffs in non-designated areas and an ecological signing program depicting the significance of bluff environments.

B. Local Coastal Program - Phase III

--Preparation of bluff preservation ordinance, including standards for building and construction, setback provisions, irrigation practices and erosion control, and construction of bluff-related facilities such as stairways, decks and retaining walls.

SCENIC AND VISUAL RESOURCES

CALIFORNIA COASTAL ACT

Section 30251. The scenic and visual qualities of coastal areas shall be considered and protected as a resource of public importance. Permitted development shall be sited and designed to protect views along the ocean and scenic coastal areas, to minimize the alteration of natural land forms, to be visually compatible with the character of surrounding areas, and where feasible to restore and enhance visual quality in visually degraded areas. New development in highly scenic areas...shall be subordinate to the character of its setting.

BACKGROUND AND SETTING

- A. Application of Study: The orientation of this discussion concerns views from public areas such as highways, beaches, parks and vista points and excludes consideration of views from private property. The principal focus of the report concerns property situated adjacent to the major transportation system in the city, i.e., Laguna Canyon Road and Pacific Coast Highway, since it is along these roadways that a majority of residents and non-residents view the community and have visual access to scenic corridors.¹ The fact that Pacific Coast Highway and Laguna Canyon Road have been designated as Scenic Highways by the State and County, respectively, underscores the importance of the scenic qualities within these corridors and signifies the visual appeal of these corridors as a resource of public importance.

The City of Laguna Beach adopted a Scenic Highways Element in 1975 as a component of the General Plan. Since this element addresses the need for programs to protect and enhance the scenic corridor, much like the objectives of the Local Coastal Plan, these two documents share a common interest and goal and therefore should contain mutually compatible policies and objectives. The recommendations and/or programs developed in conjunction with this report may also have direct application to the objectives of the Scenic Highways Element, which states: "The local jurisdiction is to develop and adopt a program of corridor protection which will protect and enhance the scenic quality of the route."

The quality of views in Laguna Beach has historically been an important consideration in reviewing development proposals. The special quality of the city's visual environment has resulted in considerable attention to this subject in many city documents.

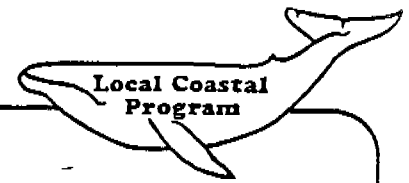
¹ Scenic corridors or public view corridors are defined herein as the visible land area from the roadway edge and more generally described as the view from the road.

Additional discussion of scenic and visual resources appears in Topics 11 and 12 of the Land Use Element and Topics 7 and 13 of the Open Space/Conservation Element.

- B. Visual Environment: The scenic qualities symbolic of Laguna Beach represent one of the community's more valuable resources. Laguna Canyon Road and Pacific Coast Highway each afford a picturesque and diversified view profile of the community, featuring prominent natural features such as ocean bluffs and rock outcroppings, natural canyons, undeveloped hillsides and ridgelines and, most notably, the Pacific Ocean. These natural features serve to preserve the rural character of the city and provide natural open space vistas throughout the community. The uncluttered hillsides and open space areas offer residents and visitors relief from urbanization and physically confines and separates Laguna Beach from development occurring elsewhere in the county.

ISSUE IDENTIFICATION AND ANALYSIS

- A. Excavation and Grading: Perhaps the most significant disturbance to the scenic corridor can result from projects which may require extensive grading, recontouring and movement of earth for roadway, utility and house construction. This activity frequently results in the alteration of the natural topography, creating exposed cut and fill slopes devoid of vegetation. Moreover, grading activities sometimes change natural topographic features such as canyons, drainage swales and rock outcroppings, and may permanently disfigure the natural appearance of hillside terrain and disrupt natural skyline profiles.
- B. New Development: The construction of houses, hotels, commercial buildings and other structures can adversely affect the scenic quality of highway corridors. Many factors associated with building construction can negatively impact views, including size, height and bulk of the structure, architectural design and special decorative treatments, density or intensity of development, and the type of land use, i.e., urban vs. rural. With proper design considerations and land use controls, the visual impact of new development can be minimized and accomplished in a manner compatible with the natural landscape.
- C. Outdoor Advertising: There potentially exists a conflicting relationship between outdoor advertising and programs designed to enhance the visual environment. Businessmen, for example, have the right to advertise, which facilitates commerce and trade in the community and fosters prosperity; visual blight, conversely, which may result due to a proliferation of advertising signs, can downgrade the community and depreciate economic values. The need therefore for outdoor advertising and for a visually pleasing environment seemingly represents competing objectives. The goal must be to achieve an acceptable compromise and balance, providing opportunities for advertising while maintaining the scenic quality of the community.



- D. Public Facilities: The public use of land for the purpose of providing essential public facilities can sometimes impose upon scenic vistas and viewsapes. These facilities may include overhead utilities or transmission lines, solid or liquid waste disposal facilities, water reservoirs, utility substations, street lights and public buildings such as schools, hospitals, libraries, and police and fire stations. Public facilities that undergo prudent design standards and are responsive to the environment in which they are located will enhance the city's scenic qualities.
- E. Jurisdictional Responsibilities: A substantial portion of land visible from the city's scenic highways is situated in the unincorporated area of Orange County within the city's sphere of influence. Due to this circumstance, the city does not maintain direct control over the utilization of this land, i.e., permit authority, and is therefore unable to implement the goals and policies of the General Plan as well as municipal code standards relative to view preservation within scenic corridors. The absence of more direct responsibility not only relegates the city into a subordinate role but also may lead to a compromised planning program whereby policies for view preservation are only partially fulfilled.

IMPLEMENTATION PROGRAM

A. Laguna Beach General Plan

1. Land Use Element

a. Policies

- Topic 11, Policies A - I
- Topic 12, Policies A - F

b. Special Studies/Programs

- Evaluation of streets for special landscape treatment.
- Inventory of public signs within street rights-of-way.
- Evaluation of alternatives to improve the visual appearance of scenic corridors, including lighting, signing and landscaping programs.
- Extension of design review requirements to encompass all new residential development. (This was implemented in July 1984.)
- Establishment of new and more restrictive building height standards for commercial and residential zones. (This will be implemented in July 1984.)

2. Open Space/Conservation Element

a. Policies



- Topic 7, Policies A - F
- Topic 13, Policies A - H

b. Special Studies/Programs

- Preparation of overlay zoning designation to delineate and protect scenic corridors.
- Preparation of ridgeline protection standards.
- Preparation and adoption of map showing permanent open space parcels, where open space easements or development rights have been acquired.
- Explore availability of funding sources to subsidize underground utility districts.

SECTION V: SHORELINE ACCESS

SHORELINE ACCESS

CALIFORNIA COASTAL ACT

Section 30210. In carrying out the requirement of Section 2 of Article XV of the California Constitution, maximum access, which shall be conspicuously posted, and recreational opportunities shall be provided for all the people consistent with public safety needs and the need to protect public rights, rights of private property owners, and natural resource areas from overuse.

Section 30211. Development shall not interfere with the public's right of access to the sea where acquired through use, custom, or legislative authorization, including, but not limited to, the use of dry sand and rocky coastal beaches to the first line of terrestrial vegetation.

Section 30212. Public access from the nearest public roadway to the shoreline and along the coast shall be provided in new development projects except where (1) it is inconsistent with public safety, military security needs, or the protection of fragile coastal resources, (2) adequate access exists nearby, or (3) agriculture would be adversely affected. Dedicated accessway shall not be required to be opened to public use until a public agency or private association agrees to accept responsibility for maintenance and liability of the accessway.

Nothing in this division shall restrict public access nor shall it excuse the performance of duties and responsibilities of public agencies which are required by Section 66478.1 to 66478.14, inclusive, of the Government Code and by Section 2 of Article XV of the California Constitution.

Section 30252. The location and amount of new development should maintain and enhance public access to the coast by (1) facilitating the provision or extension of transit service (2) providing commercial facilities within or adjoining residential development or in other areas that will minimize the use of coastal access roads, (3) providing nonautomobile circulation within the development, (4) providing adequate parking facilities or providing substitute means of serving the development with public transportation, (5) assuring the potential for public transit for high intensity uses such as high-rise office buildings, and by (6) assuring that the recreational needs of new residents will not overload nearby coastal recreation areas by correlating the amount of development with local park acquisition and development plans, with the provision of onsite recreational facilities to serve the new development.

BACKGROUND AND SETTING

- A. Existing Beach Access Opportunities: Laguna Beach currently provides numerous opportunities for direct physical access to the shoreline. The city presently maintains 29 improved public beach accessways, providing recreational opportunities to nearly 47 acres of sandy beach spanning 4.3 lineal miles of coastline (Map 5-1 and Table 5-1 depict the inventory of existing access points). In addition, the city supports several oceanfront parks and viewing platforms, totaling 14.7 acres. These facilities include Main Beach Park (2.64 acres), Heisler Park (11.02 acres), Crescent Bay Park (0.80 acres), Oak Street Viewpoint (0.15 acres), and Ruby Street Viewpoint (0.11 acres). Main Beach Park, which is situated in the heart of the downtown area is especially popular to residents and visitors alike. The park features an oceanfront boardwalk, landscaped lawns, benches and tables, basketball and volleyball courts, children's play equipment and sanitary restroom facilities.

With the exception of Irvine Cove and Rockledge, which are private residential communities located in the north and south reaches of the city respectively, public beach access is available along virtually the city's entire shoreline. The longest distance between access points is approximately 1000 feet along the central bluffs. In the south end of Laguna Beach, vertical access is provided at every road end adjoining the beach or approximately every 200-300 feet. Pedestrian access is also provided at each of the coves in North Laguna (except for Irvine Cove). Additional information on shoreline access is presented in Section 3, Topic 3 of the Open Space/Conservation Element.

ISSUE IDENTIFICATION AND ANALYSIS

- A. Recreational Demand: Laguna Beach is a major visitor destination, attracting nearly three million tourists annually. The popularity of the city imposes significant demand on the community's shoreline recreational facilities with summer beach attendance sometimes exceeding 50,000 people daily. The city has attempted to maximize shoreline access and accommodate the demands of recreationalists by providing abundant beach access opportunities. This accommodation, however, can produce adverse environmental effects in the community if not properly balanced and monitored. These effects may include damage or destruction of fragile coastal resources such as coastal bluffs, tide pools and marine life, increase in traffic congestion and inefficient circulation, increase in street parking demands and competition for street parking among various user groups, and overtaxing of public services such as lifeguard and beach patrols and maintenance of beach areas, restrooms and related support facilities.
- B. New Access Opportunities: Pressures for the utilization of the city's beaches will continue to grow as the population of Laguna Beach and South Orange County increases. Unrestricted use and

MAP 5-1

**Public Beach
Access Points**

(Refer to Table 5-1)

Scale: 1" = 1000'
North Arrow

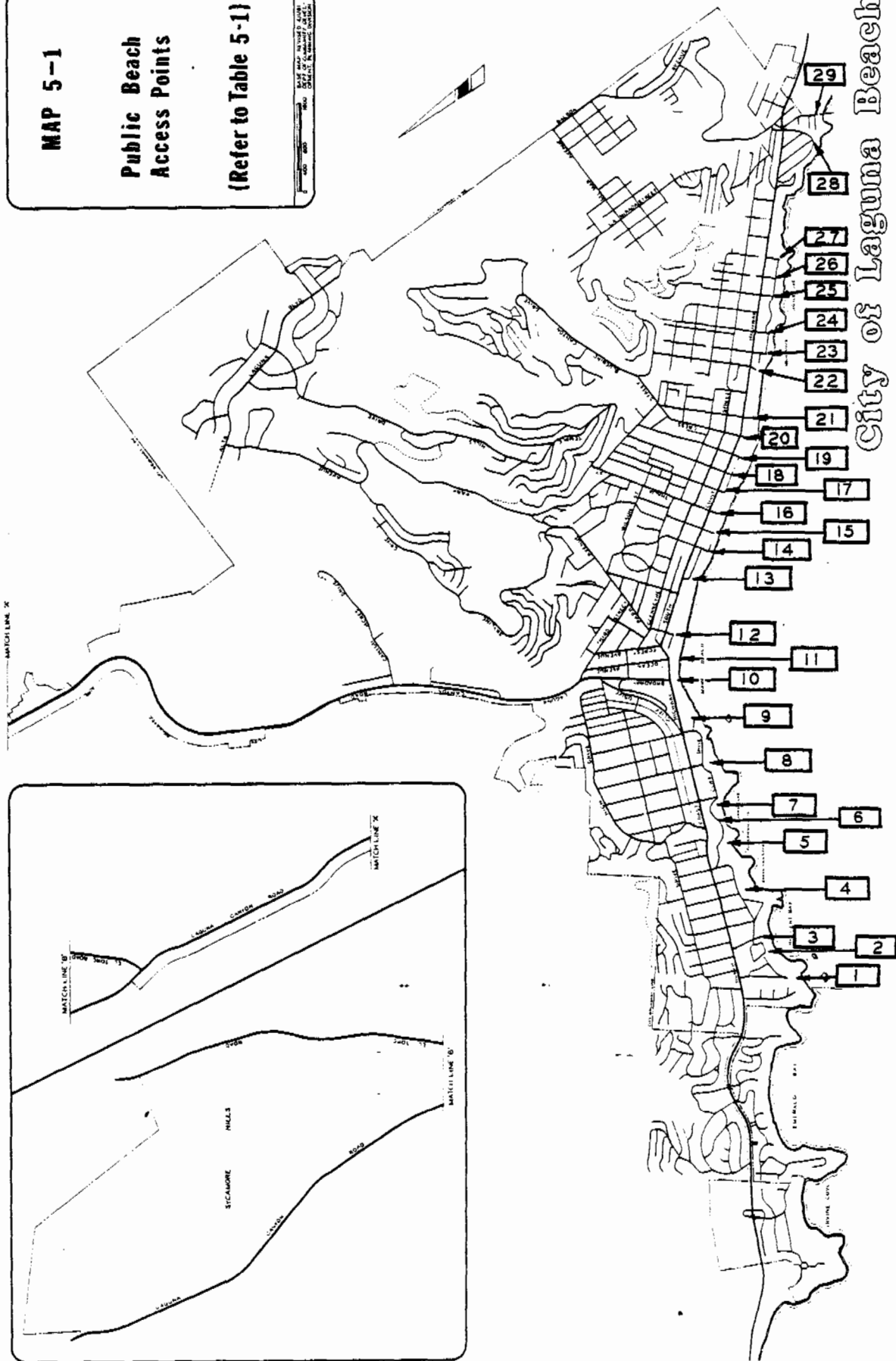
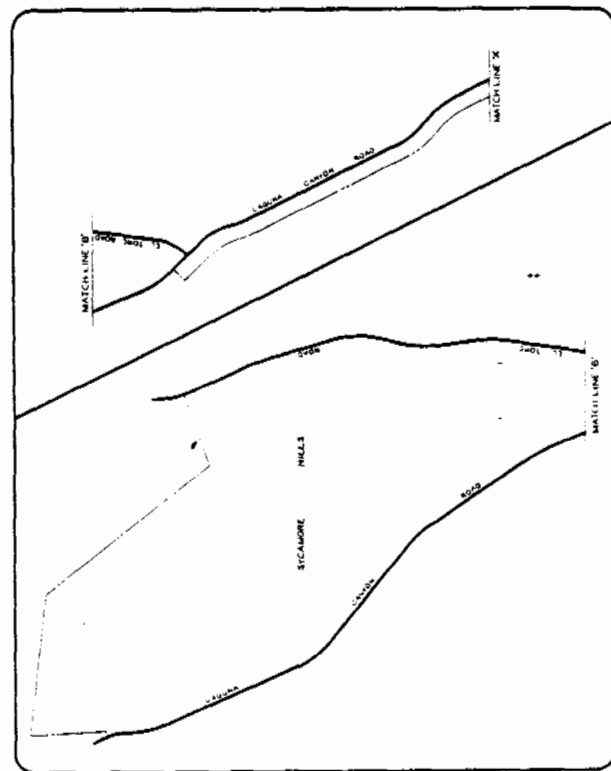


TABLE 5-1
EXISTING ACCESS INVENTORY

BEACH	INDEX MAP NO.	ACCESS POINT	TYPE OF ACCESS
Crescent Bay	1	Crescent Bay Point	View
	2	Circle Way	Stairs
	3	Barranco Street	Ramp
Shaw's Cove	4	Fairview Street	Stairs
Fisherman's Cove	5	Cliff Drive	Stairs
Diver's Cove	6	Cliff Drive	Stairs
Picnic Beach	7	Myrtle Street	Ramp
Rockpile	8	Jasmine Street	Stairs
Main Beach	9	Cliff Drive	Ramp
	10	Broadway	Boardwalk
	11	Ocean Avenue	Boardwalk
	12	Laguna Avenue	Boardwalk
Sleepy Hollow	13	Sleepy Hollow Lane	Stairs
Cleo	14	Cleo Street	Stairs
St. Ann's	15	St. Ann's Drive	Stairs
Thalia	16	Thalia Street	View and Stairs
Anita	17	Anita Street	Stairs
Oak Street	18	Oak Street	View and Stairs
Brooks	19	Brooks Street	Stairs
Cress	20	Cress Street	Stairs
Mountain Road	21	Mountain Road	Stairs
Bluebird	22	Bluebird Canyon Road	Ramp
Agate Street	23	Agate Street	Stairs
Pearl	24	Pearl Street	Stairs
Woods Cove	25	Diamond Street	Stairs
	26	Ruby Street	View
Moss Street	27	Moss Street	Stairs
Victoria	28	Victoria Drive	Stairs
	29	Dumond Drive	Ramp

access to these beaches may, over time, impose demands beyond their threshold capacities, resulting in significant environmental effects. The realization of new access opportunities, however, may relieve some of these impending pressures by dispersing the demand to other areas. For example, future regional park facilities such as Crystal Cove State Park and Aliso Creek County Park, located immediately west and north of the city respectively, should offset some of the beach recreational demand in Laguna Beach.

Rockledge: Rockledge is a small residential area situated immediately adjacent to South Coast Highway at the south end of the city between Moss Point and Victoria Beach. The neighborhood is composed of approximately 14 oceanfront homes; two properties remain vacant. A small natural cove is situated at the base of the bluffs. Public access to this cove is currently prohibited due to existing development patterns and physical barriers such as steep bluffs and rocky headlands to the north and south. The restricted access and undisturbed nature of the cove have produced a marine environment particularly rich in plant and animal life, including tide pools abundant with ocean specimens. (Refer to tide pool survey.)

Although public access may be physically possible to this beach with the bluffs reportedly in stable condition (F. Beach Leighton Geologic Constraint and Land Use Capability Study, 1975), the area is without essential support facilities such as restrooms and lifeguard services and suitable public parking opportunities. Public access to Rockledge may also compromise the ecological integrity of the area unless properly policed and managed.

Central Bluffs: Located on the south side of South Coast Highway between Laguna Avenue and Sleepy Hollow Lane, the Central Bluffs occupies some 2.5 acres of oceanfront property situated within walking distance of the city's central business district. The Central Bluffs, which rise nearly vertically some 50 feet above sea level, is comprised of 20 lots under seven separate ownerships. This area supports a mixture of development, including older single family residences and small commercial/professional uses. A new time share project consisting of 26 units is located at the south end of the bluffs. The city's General Plan and zoning designate the Central Bluffs for commercial development.

Public beach access is available in the vicinity of the Central Bluffs with accessways found at the terminus of Laguna Avenue and Sleepy Hollow Lane. There is a distance of approximately 1000 feet between these access points, which enables lateral access to the Central Bluffs from points east and west. Main Beach Park, which provides restroom facilities and lifeguard services, is situated a short distance west of the bluffs, within easy walking distance.

Several well-traveled paths lead down the face of the Central Bluffs to the shoreline, suggesting that this location is a popular route to the beach. Unauthorized use of these trails, however, has presented a serious health and safety hazard and noticeable erosion of the bluff face. According to the Geological Constraint and Land Use Capability Map of 1975, the bluffs may contain unstable geologic formations and slide potential. Continued climbing on the bluff face may aggravate this situation. Improved public access at this location, however, may retard the rate of bluff erosion by restricting access to a stairway constructed over the bluff face.

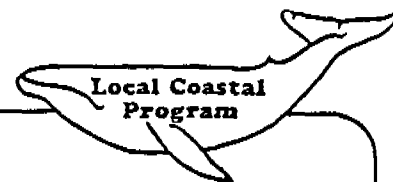
Crescent Bay: Crescent Bay is a picturesque cove located in north Laguna Beach between Shaw's Cove and Emerald Bay. The beach is accessible to the public by an existing stairway and ramp located toward the south end of the bay. The beach supports public restroom facilities and city lifeguard services.

Existing topographic constraints and geologic conditions have effectively prohibited beach access at the north end of Crescent Bay. According to a geologic report prepared in 1976 for the Crescent Bay Park Improvement Project, "No structures of any type should be planned on the steep wavecut cliffs or the bedrock beach at the base of the cliffs." In addition to the precipitous nature of the bluffs, the shoreline in north Crescent Bay is composed of rocks with minimal beach area. Due to this circumstance and in recognition of the prominent location of the bluffs, the city constructed Crescent Bay Park in 1980 on the bluffs overlooking Crescent Bay. The park features landscaping, improved walking trails with hand rails, and a viewing platform which affords a commanding view of the bay, the Pacific coastline and Seal Rocks, a small offshore island haven for sea lions and birds.

Irvine Cove: Irvine Cove is a small private residential community located between Emerald Bay and El Morro Cove at the north end of Laguna Beach. The neighborhood is subdivided into approximately 60 lots, the majority of which support single-family residences.

The cove contains approximately four acres of sandy beach which during high tides is sometimes divided into two areas, separated by a large rock outcropping. Direct and convenient beach access is provided by an existing stairway used by residents of the neighborhood. There are two restroom facilities at the shoreline and five parking spaces located at the point of access to the beach.

Access to the private community is controlled by locked electric gates operated with either a card key or from a guard house. These gates effectively limit beach access to residents of the neighborhood and their guests. Adjacent access



opportunities to the shoreline of Irvine Cove are similarly limited, due to the presence of rocky headlands and steep slopes, heavy vegetation and private residences.

Irvine Cove is one of the more picturesque beaches along the coastline of south Orange County. At the present time, only existing residents of this community are able to enjoy the beauty of this unique natural resource. Although public beach access would expose a larger audience to the coves, such an action would likely result in significant adverse physical and environmental consequences. These may include: diminishment of aesthetic factors due to an increase in traffic, noise and litter; increase in government service costs, such as lifeguard services and expanded police and emergency services protection; increased parking demands (assuming public vehicular access) and corresponding traffic and safety hazards; and degradation of the natural environment, including sensitive tide pools and marine life, bluff and hillside terrain and vegetation.

IMPLEMENTATION PROGRAM

A. Laguna Beach General Plan

1. Open Space/Conservation Element

a. Policies

--Topic 3, Policies A - G

b. Special Studies/Programs

--Preparation of standards for securing beach access easements.

SECTION VI: UNDEVELOPED LANDS

UNDEVELOPED LANDS

COASTAL ACT POLICY

Section 30253(1): New development shall minimize risks to life and property in areas of high geologic, flood and fire hazard.

Section 30253(2): New development shall 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.

Section 30250(A): New development, except as otherwise provided in this division, shall be located within, contiguous with, or in close proximity to, existing developed areas able to accommodate it or, where such areas are not able to accommodate it, in other areas with adequate public services and where it will not have significant adverse effects, either individually or cumulatively, on coastal resources. In addition, land divisions, other than leases for agricultural uses, outside existing developed areas shall be permitted only where 50 percent of the usable parcels in the area have been developed and the created parcels would be no smaller than the average size of surrounding parcels.

BACKGROUND AND SETTING

- A. Application of Study: By definition of the Local Coastal Plan Work Program, this study is to identify and evaluate the development potential of the city's undeveloped hillside areas, taking into account natural constraints and service-system capacities. In response to that directive, the following discussion attempts to outline and explain the more significant issues attendant to growth and development in the city and presents a quantifiable development pattern for guiding future growth in the unsubdivided areas of the community, including the general distribution and location of land use, as well as standards for population density and building intensity. Collectively, these guidelines will provide the structure from which to evaluate building potential in the city's vacant hillside lands. These development parameters are delineated in the form of written policies and as specific land use designations and density standards on the Land Use Plan Map of the General Plan. The consideration of development opportunities and environmental constraints must also take into account the policies and development standards contained in the city's General Plan. As a consequence, this section of the Local Coastal Plan should be used in combination with other pertinent city documents, especially the General Plan elements.



- B. Open Space and Vacant Lands: Historically, development in the city has been guided by the physical conditions of property such as slope and topography. Over the years, the majority of property in the city most physically conducive to development has been previously subdivided and developed. The remaining unsubdivided vacant lands, by comparison, are less compatible for development, although landowners continue to show interest in subdividing and building on these sites. Since these vacant lands typically occupy hillside terrain and feature development constraints and/or significant environmental elements, development of these lands remains particularly complex and sensitive in nature.

With the exception of redevelopment, resubdivision and construction on existing, subdivided building sites, future land development activity will occur predominantly in areas depicted on the Open Space and Vacant Lands Map. The map is intended to illustrate the relative magnitude and location of the remaining undeveloped landmass, the vast majority of which is under private ownership.

Nearly all of the city's vacant land is situated on the east side of Laguna Canyon Road, extending south to the city boundary. In contrast, North Laguna possesses only one large vacant parcel; thus, future development potential in this area will be essentially confined to urban infilling on existing lots, or redevelopment activities. The city's undeveloped lands consist of natural open space, as well as areas previously modified by clearing, discing, grading and agricultural activities. Although an occasional homesite or other improvement may be found in this classification, the land is predominantly open and rural in comparison to urbanized tracts. Much of this land is characterized by steep hillsides (over 45 percent slope), inaccessible canyon bottoms which serve as drainage courses, and prominent ridgelines. Other vacant hillside areas share less extreme or fragile physical elements and have been the subject of development proposals over the years. Besides containing distinct physical features, these lands also share intrinsic open space values, providing a natural habitat for vegetation and a resource for passive recreation and viewshed enhancement; and a natural buffer area between neighborhoods and adjacent jurisdictions.

The Open Space and Vacant Lands Map does not attempt to depict a precise boundary between developed and undeveloped areas, but rather illustrates the general location of the interface between these features. Detailed, site-specific evaluation is necessary in order to refine the location of such a boundary. In many parts of the city, the transition between developed and undeveloped lands is gradual.

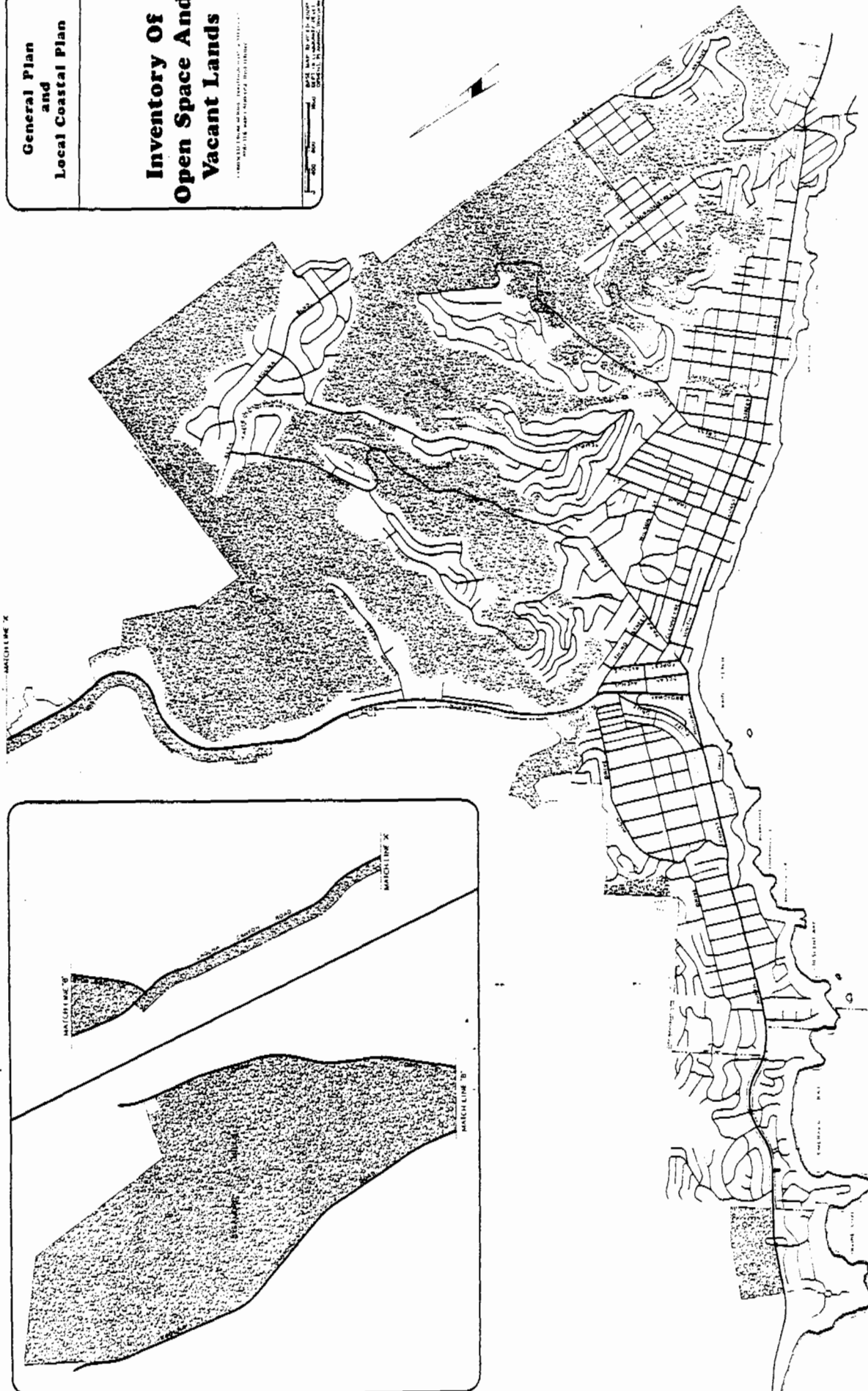
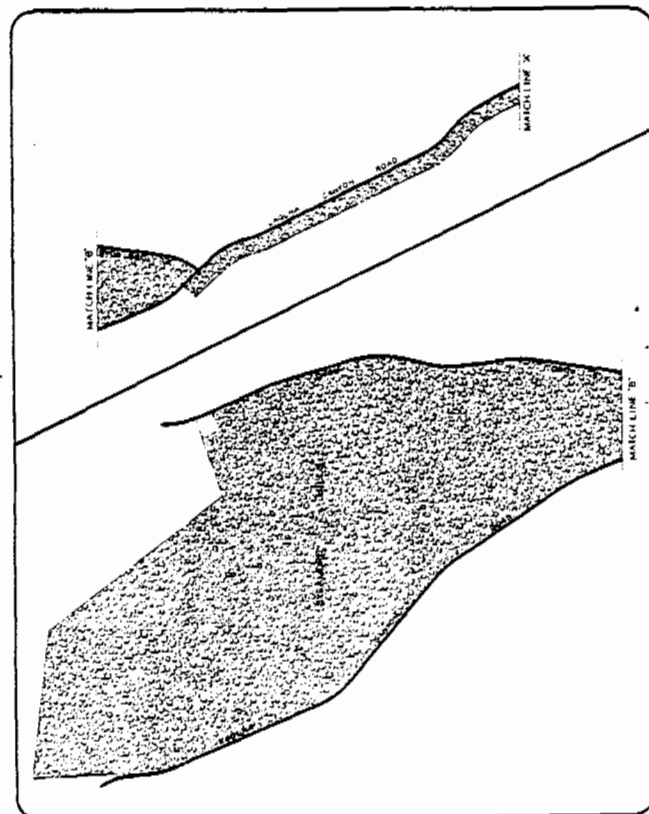
General Plan
and
Local Coastal Plan

Inventory Of
Open Space And
Vacant Lands

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Scale: 1" = 1/2 Mile
North Arrow

City of Laguna Beach



C. Historic Development Perspective

Population Growth: The City's growth in population and future development activity will affect both the delivery and costs of City services and impose demands on existing infrastructure systems. The characteristics of the present and future population will largely determine the needs of the City's environment, including housing, employment, streets, schools, sewer and other City services. Population projections therefore are intended as guidelines from which to assess the future needs and expectations of the City.

The population of Laguna Beach has gradually increased over the years. In 1970, the City's permanent population, according to the U. S. Census Bureau, was 14,550. In 1980, the Bureau reported a population of 17,901. This represents a population increase of 22% over the past ten years, or an average annual growth rate of 2.2%. These population counts, however, do not consider the influx of temporary residents who reside in the City during the summer months. The City's summertime population is estimated at nearly 45,000 people. Similarly, the population counts from the Census Bureau do not fully account for the illegal division of single family residences into two or more units. Although summer tourists and occupants of illegal residential units are not counted in the City's population profile, they do impose significant demands upon the City's infrastructure and related services.

If the City's population continues to grow at approximately 2.0 percent annually, the population in 1990 will reach 21,170. Straight-line population projections, however, are not entirely accurate, inasmuch as they do not consider changes which may affect population growth rates such as governmental regulations and policies, market conditions and home mortgage financing and employment opportunities.

Residential Development: The City's growth in population has been accompanied with a parallel increase in the community's housing stock. According to building permit records, between 1970 and 1980 the City issued 1,146 building permits, enabling the construction of 1,330 new housing units. Single family dwellings accounted for 81% of this total, or 1,088 units. During the same time period, the City issued 124 demolition permits and acquired an additional 75 dwelling units through annexation proceedings. In total, therefore, the City obtained a net increase of 1,281 housing units during the previous decade, elevating the City's inventory of housing stock to 8,909. This constitutes a 16.5 percent increase over the supply of housing reported by the 1970 U. S. Census; i.e., 7,628 units. It should be noted, however, that the 1980 Census reported a total of 9,478 dwelling units in the City. The discrepancy between their counts and those

extrapolated from building permit records is largely attributed to the unrecorded incidence of illegally dividing a residence into two or more units, which inflates the total number of such units.

The growth in population and corresponding increase in housing units has been dispersed throughout the city, with virtually every neighborhood experiencing additional development (Refer to Table 6-1 and Map 6-1). For example, Bluebird Canyon, Portafina and Mystic Hills neighborhoods each experienced similar growth between 1970 and 1980, with approximately 90 building permits for single family dwellings issued in each area. The majority of this growth, however, occurred in Arch Beach Heights, where nearly 400 permits for single family dwellings were issued between 1970 and June of 1978, when the city imposed a development moratorium on the neighborhood due to inadequate fire protection. The majority of multiple family development occurred in north Laguna, where the largest concentration of multi-family zoning appears in the city, allowing for a mixture of duplex development and more intensive multiple-family uses.

Records concerning the demolition of residential units suggest that two areas in the city have experienced a transition in land use over the past ten years. In the Central Business District, 26 dwelling units were demolished between 1970-1980, with only four new housing units constructed. The orientation of new development in the CBD is principally commercial and business/tourist-related. Similarly, 12 dwelling units were demolished in the Big Bend area and only four new units constructed; this would suggest a transition in land use from residential to commercial/industrial development.

- D. Development Potential of Existing Legal Building Sites: As the population in Laguna Beach continues to increase and new housing units are constructed, the supply of land available for such development decreases proportionately, thereby limiting future development opportunities. Future residential development in Laguna Beach will continue to occur in the developed areas of the city, where the remaining vacant legal building sites are found. To a lesser degree, the city's vacant hillsides may also represent opportunities for residential development. The continued utilization of pre-existing vacant building sites, however, has created and will continue to aggravate, a growing disparity between the supply and demand for such parcels.

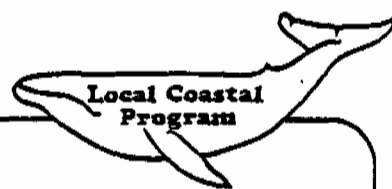


TABLE 6-1
RESIDENTIAL BUILDING PERMITS (1970-1980)

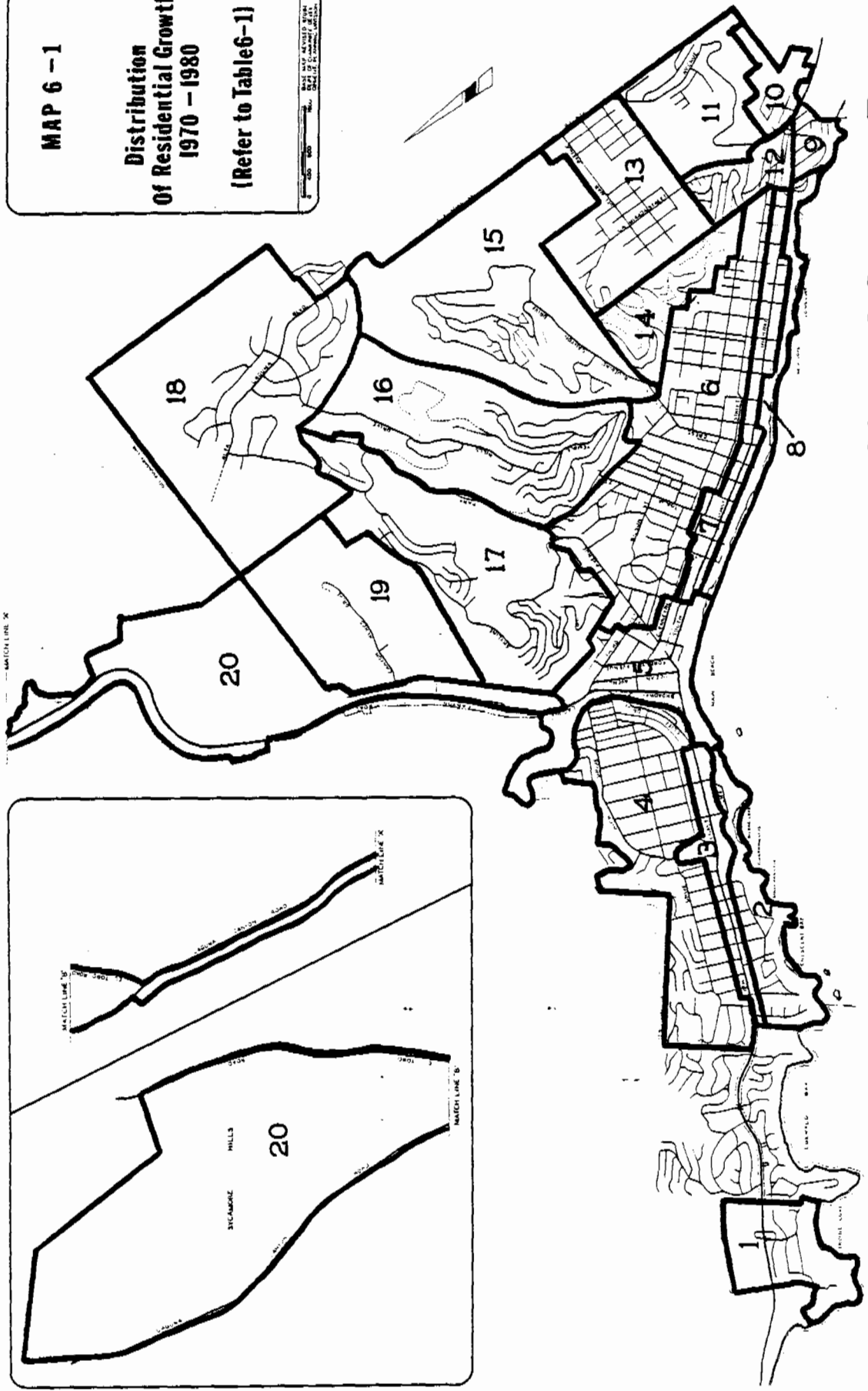
MAP INDEX NO.	SINGLE FAMILY (NEW CONSTRUCTION)	SINGLE FAMILY (DEMOLITIONS)	MULTI-FAMILY (NEW CONSTRUCTION)	MULTI-FAMILY (DEMOLITIONS)
1	9	0	0	0
2	27	2	2	0
3	2	3	20	6
4	69	12	84	2
5	4	12	0	16
6	67	14	39	0
7	0	5	26	2
8	12	3	15	0
9	21	7	0	0
10	15	0	0	0
11	94	0	0	0
12	65	1	3	0
13	398	0	0	0
14	23	0	0	0
15	99	1	0	0
16	68	0	0	0
17	86	0	0	0
18	47	0	0	0
19	2	2	0	0
20	4	12	0	0

MAP 6 - 1

Distribution
Of Residential Growth
1970 - 1980

(Refer to Table 6-1)

Scale: 1" = 1000' (Horizontal)
1" = 100' (Vertical)
North Arrow



City of Laguna Beach

The analysis of prospective subdivision opportunities in the city's vacant hillside areas must first consider the growth potential of existing subdivided building sites. Development of these parcels, which maintain legal building status and therefore imminent development potential, will effect housing supply and demand, impose additional burden on the city's infrastructure and services and will invariably change the physical character of the community by adding additional population and diminishing the city's supply of open space lands. The housing opportunities and population increases expected from development of these parcels may influence the type of land use and/or density of development in the city's vacant hillside areas.

The residential growth potential analysis of the city is based upon existing zoning regulations and subdivision patterns. Only development under existing lot line configurations was considered and future subdivision of the property was disregarded. The permitted uses of each of the city's zoning categories were analyzed to determine the eligibility and minimum design standards of residential development within each zone. The evaluation considered development potential of vacant parcels which satisfied the city's definition of legal building sites and parcels which were residentially undeveloped or under-developed and could accommodate additional units by virtue of zoning and parcel size.

Table 6-2 and the accompanying map (Map 6-2) depict the residential growth potential of the city, given existing zoning standards. A summary and explanation of this data is presented below.

R-1 Residential Low Density Zone: The largest concentration of potential new units under R-1 zoning occurs in the Arch Beach Heights and Portafina neighborhoods, although new building opportunities are apparent throughout the city. Currently, 517 vacant lots are zoned for single family development. The total growth potential of R-1 zoned property, however, is 813 units, which indicates that many houses are situated across common lot lines, creating effectively one lot. In the event of redevelopment, such lots would revert to two legitimate building sites.

R-2 Residential Medium Density Zone: The remaining vacant lots in the city (76) are generally less than 4,000 square feet in area and therefore could yield only one residential unit despite the "duplex" zoning (i.e., one unit per 2,000 sq. ft. of lot area). Nevertheless, a large percentage of property zoned for duplex development is currently underutilized, supporting just one unit on parcels larger than 4,000 sq. ft. Maximum development of underutilized properties along with buildout of existing vacant parcels could provide 431 new units within the R-2 Zone.

R-3 Residential High Density Zone: Much like development opportunities in the R-2 Zone, the majority of new residential units in the R-3 zone will consist of expanding development opportunities on existing underutilized lots, inasmuch as only 13 vacant lots are currently zoned R-3. The total yield potential of all R-3 properties is 147 units.

C-.5, C-1 and C-2 Commercial Zones: Currently, the Municipal Code permits residential development in commercial zones at densities of one unit for each 1,000 square feet of lot area in the C-2 and C-.5 Zones, and one unit per 2,000 square feet of lot area in the C-1 Zone. Such development must be an integral part of commercial development and cannot exceed fifty percent of the gross floor area used for commercial activities. Using these development parameters, a total of 1,365 residential units could be constructed in the commercial zones by conversion of or addition to established businesses.

In conclusion, the study revealed that given existing zoning standards, a total of 2,756 new residential units could be constructed in the city without additional subdivision approvals. This figure, however, does not represent the "probable" development potential, inasmuch as this figure assumes conditions of maximum buildout, including intensification of residential uses in established commercial districts and redevelopment of underutilized property. More realistically, the city's residential growth potential may range between 600-900 units, which represents the residential unit potential of the City's vacant legal building sites, and assumes additional development on lots that are currently underutilized and could support additional housing units. This development would yield a population increase between 1320-1980, assuming 2.2 persons per household as recorded in the 1970 and 1980 U. S. Census.

TABLE 6-2
RESIDENTIAL GROWTH POTENTIAL

Map Index No.	Neighborhood	R-1	R-2	R-3	C-.5	C-1	C-2	Total
1)	Arch Beach Heights	175						175
2)	Bluebird Canyon	81 (81/81)						81 (81/81)
3)	Canyon Acres	9 (9/9)						9 (9/9)
4)	Central Business District			17		38 (6/14)	695 (3/5)	750 (9/19)
5)	Diamond/Crestview	73 (62/62)						73 (62/62)
6)	Irvine Cove	3 (2/2)						3 (2/2)
7)	Laguna Canyon, Road							0
8)	Mystic Hills	67 (66/66)	15 (6/6)	25 (5/9)				107 7(77/81)
9)	North Laguna	58 (20/20)	152 (15/15)	43 (2/4)	187 (11/24)			440 (48/63)
10)	Portafina	180 (158/158)	24 (23/24)	1 (1/1)	15 (1/2)			220 (183/185)
11)	South Laguna	24 (14/14)	188 (27/27)	35 (3/3)	212	212	50	610(46/51)
12)	Temple Hills	53 (44/44)						53 (44/44)
13)	Top of the World	12 (12/12)						12 (12/12)
14)	Woods Cove	78 (49/49)	52 (5/5)	26 (2/6)		67		223 (56/60)
	Total	813 (517/517)	431 (76/77)	147 (13/23)	101 (2/7)	519 (18/40)	745 (3/5)	2756 (629/669)

Total potential housing units (vacant lots/unit potential of vacant lots)

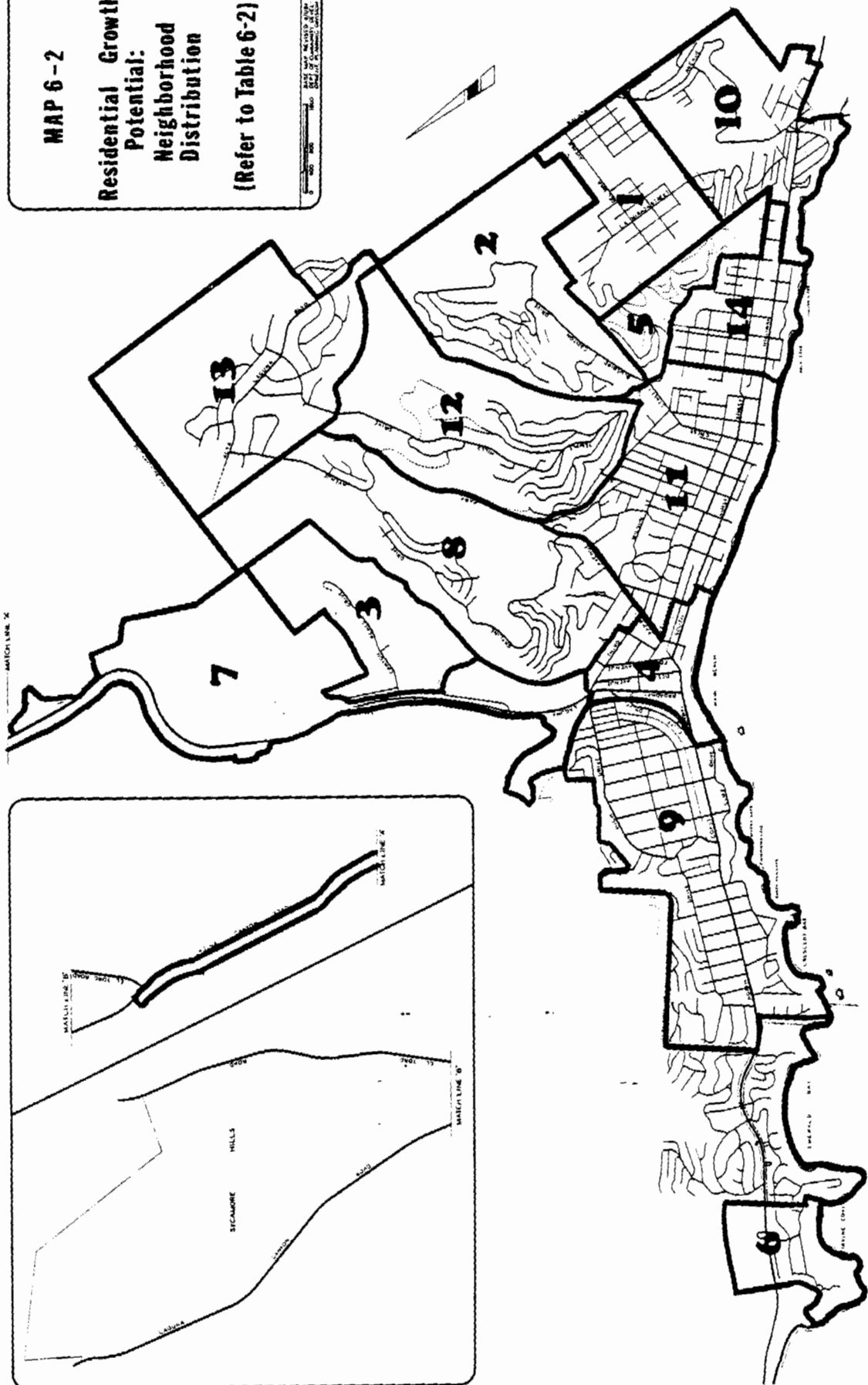
Local Coastal
Program

MAP 6-2

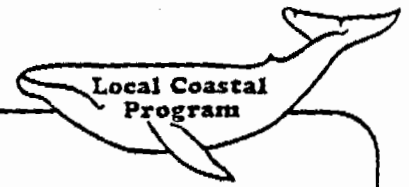
Residential Growth
Potential:
Neighborhood
Distribution

(Refer to Table 6-2)

Scale: 1" = 1000'



City of Laguna Beach



ISSUE IDENTIFICATION AND ANALYSIS

To the untrained observer, the city's undeveloped hillside lands represent a passive open space resource of visual and aesthetic significance. The more intricate elements of these lands, however, cannot be underestimated, for they support life-threatening natural hazards such as landslides, earthquake faults and environmentally sensitive areas, including wildlife habitats and natural drainage courses and unique cultural attractions such as archeological resources, prominent ridgelines, caves and rock outcroppings. Each of these factors potentially affects the development capability of the city's hillside lands. In addition to these physical or natural phenomena, government regulations such as zoning and the general plan, and manmade features such as community service systems, flood control devices and roads may also influence the nature of development on hillside lands. This section of the report attempts to identify and explain these constraints as they relate to hillside development opportunities.

The maps that accompany this section of the report were used to record and delineate information on development constraints. Three maps were developed from the most recent and accurate information presently available. Maps depicting slope, landforms and hydrology were originally drafted at 1"=400' and subsequently reduced to 800 and 1600 scale in order to derive a convenient and manageable format. Geologic conditions were originally mapped at 1"=800', since the base information was available at that scale.

Although these maps are substantially accurate, it must be recognized that the mapping process involves some generalization due to the limitations of scale and the data base. These maps do not attempt to depict precise lines of development constraints, but rather illustrate the general location and geographic relationship of these lines. The more exact boundaries of environmental constraints as related to a given property must be confirmed through detailed site-specific research and field investigation.

- A. Government Regulations: The city's hillside development parameters are principally governed by the general plan and zoning. The general plan sets forth the foundation for growth and development by establishing land use designations and development policies and criteria. The actual use of land and density of development is regulated by zoning standards. The city's undeveloped hillsides are shown on the Land Use Plan Map of the General Plan as "Hillside Management/Conservation" (which utilizes a slope/density formula providing a balance between hillside development opportunities and preservation of significant environmental resources). The city's zoning map classifies undeveloped hillside lands as R-1 (Residential Low Density Zone), establishing a theoretical minimum lot size of 6,000 square feet and a density standard of approximately seven units per acre. This zone, however, will be replaced with a new zoning category which equates to and implements the provisions of the "Hillside Management/Conservation" land use category. The zone will be implemented during phase III of the Coastal Plan.

- B. Water Service: Domestic water service in Laguna Beach is provided by the Laguna Beach County Water District (LBCWD), an autonomous special district whose actions are outside the jurisdictional control of the city. The water district currently furnishes water to approximately 22,000 people within its service district, which includes the City of Laguna Beach and several unincorporated areas such as Emerald Bay, Old Top of the World and Allview Terrace. The LBCWD service area is divided into six zones defined in 200 foot elevation levels. Generally, water supply for the "downtown" areas (below Hillcrest Drive and Temple Terrace) is provided from the Pacific Coast Highway Transmission Line. Upper elevations are served from the Aufdenkamp Line in Laguna Canyon, which provides gravity supply to elevation 400 terminating at the Summit Way Reservoir from which it is pumped to higher elevations.

The district currently retains a water storage capacity of 22 million gallons stored in 19 reservoirs located in or immediately adjacent to the city. The district also leases seasonal and emergency water storage of 30 million gallons capacity in the San Joaquin Hills Reservoir in Newport Beach.

The average daily water consumption in the District is 3,100,000 gallons with peak day use during summer months sometimes approaching nearly 6 million gallons. According to Water District officials, the city could withstand a seven day water outage (without additional importation) given the District's current average use and water storage capabilities. By employing rigid conservation measures, the District could maintain self-sufficiency for two additional weeks.

The Water District's infrastructure is designed to meet protection standards which are typically much higher than those required for domestic water service. These standards include pipe sizing and water pressure and the location of water mains. For example, the city's undeveloped hillside areas, which are most vulnerable to wildland fires and may expose residential areas to fire hazards, maintain "looped" water systems with multiple access points for maximum fire protection.

The District's water transmission facilities and storage reservoirs have the capability to serve a resident population of 50 to 60 thousand people. Additionally, the District can provide water service to virtually any area within the District. The costs for this service, however, which may include water lines, pump stations and reservoirs, are normally incurred by the landowner and/or developer.

- C. Sewer Systems: The City of Laguna Beach is responsible for providing sewer service and treating sewage effluent in the community. The existing sewer plant, which was constructed in 1932, providing first stage or primary sewage treatment only, was



abandoned in 1984. City sewage effluent is now transported to Aliso Creek in South Laguna where a regional treatment facility operated by the Aliso Water Management Agency (AWMA) is located.

With connection to the AWMA plant, the city receives a "percentage" of the treatment capacity of the facility, amounting to 4 million gallons per day. Currently, the city is processing approximately 2.1 million gallons per day of sewage, or 52 percent of the appropriated treatment capacity at the AWMA facility. The interceptor lines, which will transport the effluent from the city to the regional treatment facility, have been designed and constructed to accommodate "peak loads" with a maximum flow capacity of nearly 11 million gallons per day.

Although the seven interceptor lines and AWMA Treatment Facility maintain design capacities to accommodate additional growth in the community, the city's internal infrastructure may inhibit the efficiency of sewage flow as collector lines and sewer pump stations reach capacity. This circumstance, however, is ordinarily correctable with the landowner/developer responsible for resolving the problem by absorbing the cost for upgrading the overtaxed facility.

- D. Traffic and Circulation: The shops, festivals and beaches of the city have attracted recreationalists for decades. Since the primary mode of transportation for these activities is the automobile, considerable traffic and congestion commonly occur, especially during the summer months. In addition to regional traffic, land development in the hillsides has contributed an increasing number of vehicle trips to the local collector streets. Projections indicate that these streets cannot physically accommodate all the traffic that would be generated if vacant lands were developed to the full densities permitted under existing R-1 zoning.

The city's street system consists of the following road classifications. These are mapped and identified on the Traffic and Circulation Map.

Arterial Highways: These roads serve as primary, regional accessways to the city and presently conduct traffic volumes in the order of 20,000 to 35,000 two-way trips per day. These figures increase by as much as 30 percent during peak summer months, thereby producing a notable decrease in service levels as evidenced by severe congestion. Based on County of Orange assessments of State Department of Transportation design criteria for highways in comparison to their current traffic volumes, Coast Highway and Laguna Canyon Road are operating above capacity (Development Monitoring Program).

Local Collector Streets: These streets provide access for predominantly localized traffic between arterial highways and local streets and neighborhoods. Typical volumes for Park Avenue, Temple Hills Drive and Summit Drive vary between 3,000 to more

than 5,000 trips per day. Traffic on these streets can be expected to increase incrementally as hillside development continues. A commonly accepted factor in traffic engineering is the assumption of eight to ten additional trips per day per single family residential unit.

Various studies¹ have concluded that a definitive "capacity" figure for collector streets is an elusive number, inasmuch as subjectiveness and good judgment have to be applied to such assessments. This is due to the winding and unique nature of the city roads. Street conditions such as width, alignment, grade, visibility and side traffic, all have a bearing on the road's physical ability to conduct traffic.

Traffic engineers conclude that local collector streets may accommodate approximately 5,000 to 7,000 trips per day without a noticeable decrease in service levels,² although these traffic volumes may exceed what residents perceive as "maximum desirable traffic levels." Inasmuch as several local collectors are operating in the lower end of this range, additional developments should be carefully planned and monitored in order to anticipate and prevent the foreseeable overloading of the street system, with its attendant decrease in service levels.






The Traffic and Circulation Map depicts certain local collector streets as "restricted." The intent of this designation is to show the location where the capacity of a roadway is most constrained due to width, alignment and grade, and therefore is expected to control the capacity for the roadway. These areas are the "bottlenecks" and are expected to show signs of delay, congestion and general operating difficulty first. If substantial additional development occurs, these reaches of the roadway may need improvements to increase their capacity in the absence of alternate collector street construction to divert the traffic load.

Local Streets: Access to individual homesites, tracts and neighborhoods is provided by these streets. They generally conduct less than 1,000 trips per day and exhibit few, if any, operating difficulties related to actual, physical street capacity. That is not to say that these roads are not sensitive to additional traffic and resultant hazard and noise as perceived by adjoining residents, but they are capable of conducting their traffic load in an efficient manner without delays or congestion.

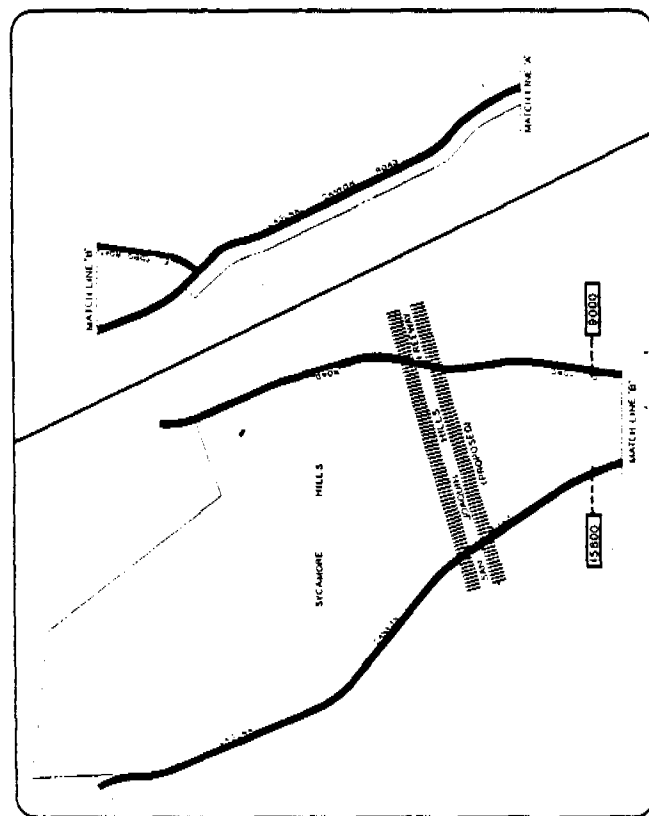
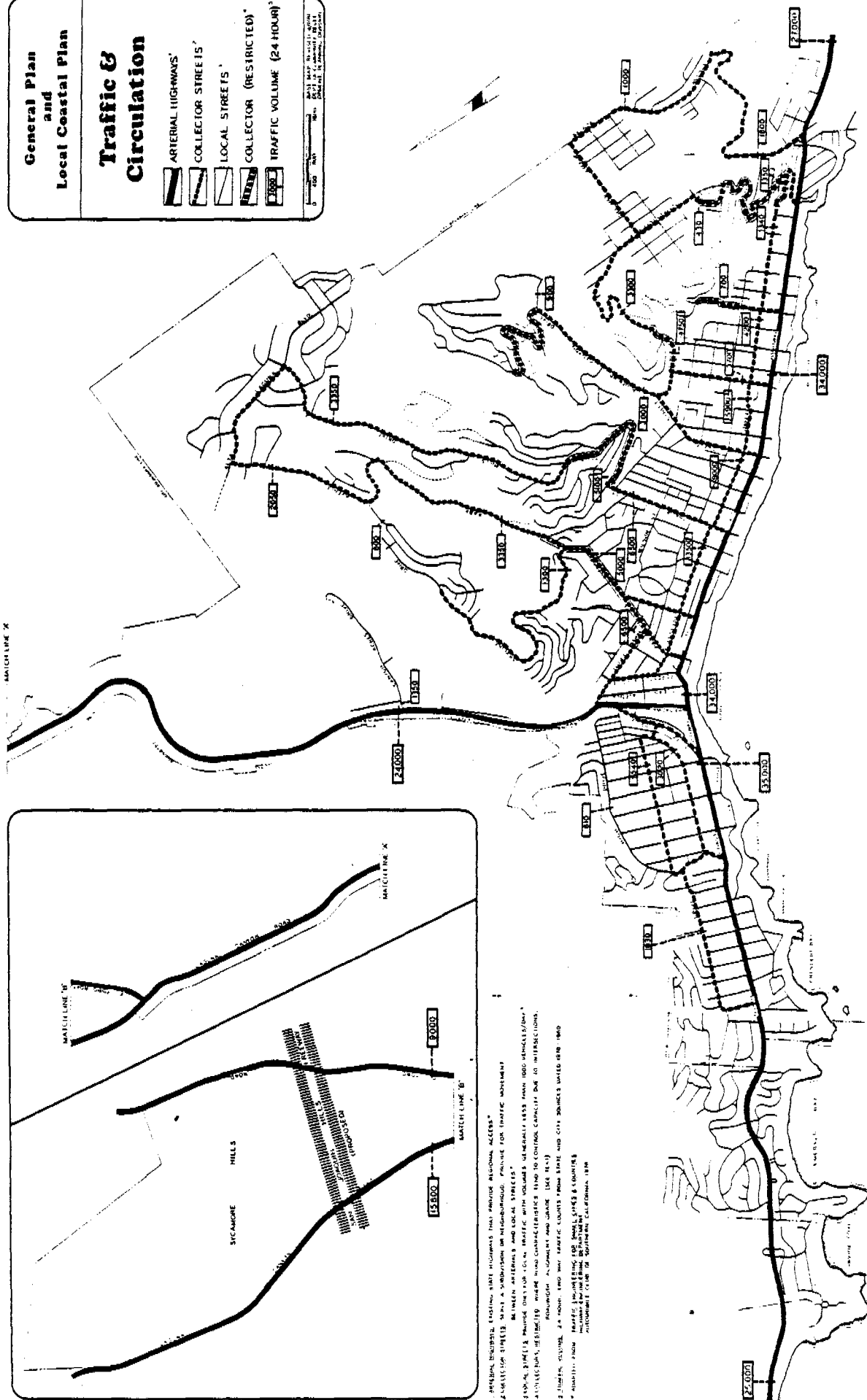
¹ Environmental Impact Report for Tentative Tract 10054, Tentative Tract 10125, Tentative Tract 10044, Tentative Tract 8705.

² Ibid.

Traffic & Circulation

	ARTERIAL 'HIGHWAYS'
	COLLECTOR STREETS
	LOCAL STREETS
	COLLECTOR (RESIDENTIAL)
	TRAFFIC VOLUME (2000)

400 MHz

[illegible]

City of Laguna Beach

Due to their relatively low traffic volume, these roads are often rural in character and were constructed without sidewalks, curbs and gutters. If any additional traffic loading to these roads is contemplated, projects should be critically evaluated so as not to compromise acceptable safety parking and drainage standards.

- E. Land Forms and Hydrology: Of the natural forces that shape the hillside environment of Laguna Beach, perhaps none has as much influence as hydrology. The cutting and scouring action of water continues to deepen the canyons and fill the alluvial deposition areas. Whereas geologic time is measured over the millennia, uncontrolled hillside runoff can change the landform rapidly, with sometimes damaging, if not disastrous, results.

Although the city has adopted a posture of protecting the natural drainage courses shown on the Hydrology Map (vegetation may not be removed, nor may these drainage courses be lined, filled or otherwise altered), recent evidence suggests that this policy may not always be the safest in terms of protecting and maintaining the stability of improved property. In the Geotechnical Report of the Bluebird Canyon Landslide (Leighton and Associates, December 16, 1978), the conclusion is drawn that the slide was reactivated because of four circumstances:

1. Rock weakness.
2. Adverse geologic structure.
3. Water-filled materials on water-tight plastic clay.
4. Cumulative channel entrenchment and erosion at foot of prehistoric landslide.

The major factors contributing to landsliding and the factual/causal aspects of the landslide were assessed by Leighton as following with regard to item 4 above.

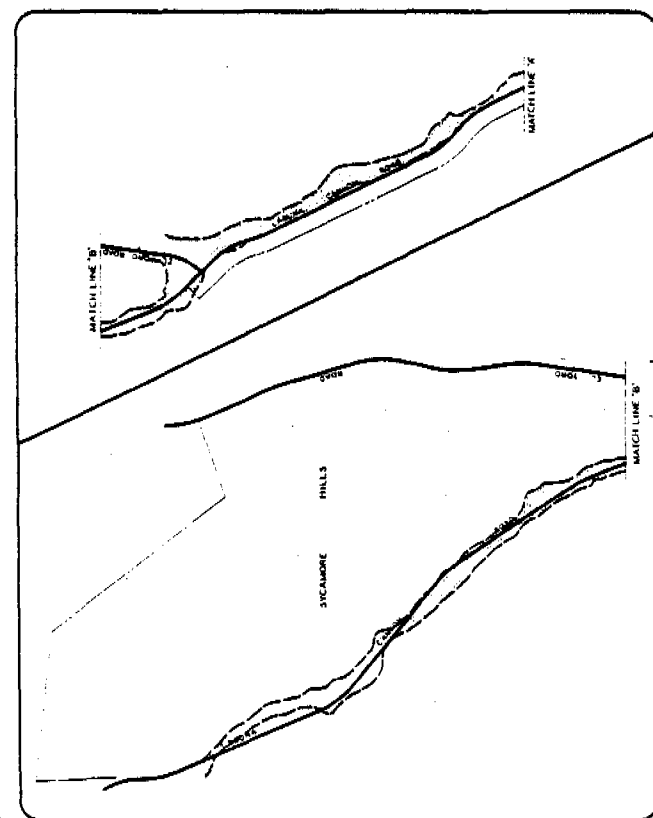
Comparison of aerial photographs taken every decade since the 1930's indicates gullying of the Bluebird channel and sloughing and erosion of the foot of the slide that widened the channel. A comparison between topographic maps prepared in 1960 and 1978 and aerial photographs corroborates this conclusion and indicates on the order of five to ten feet of downcutting immediately downstream of the landslide. This erosion -- process extended back into the past ice age (Holocene) and culminated with the recent vertical and lateral erosion of 1978.

Bluebird Canyon was being actively eroded and entrenched by gullying at the foot of the dip-slope that slid on October 2, 1978.

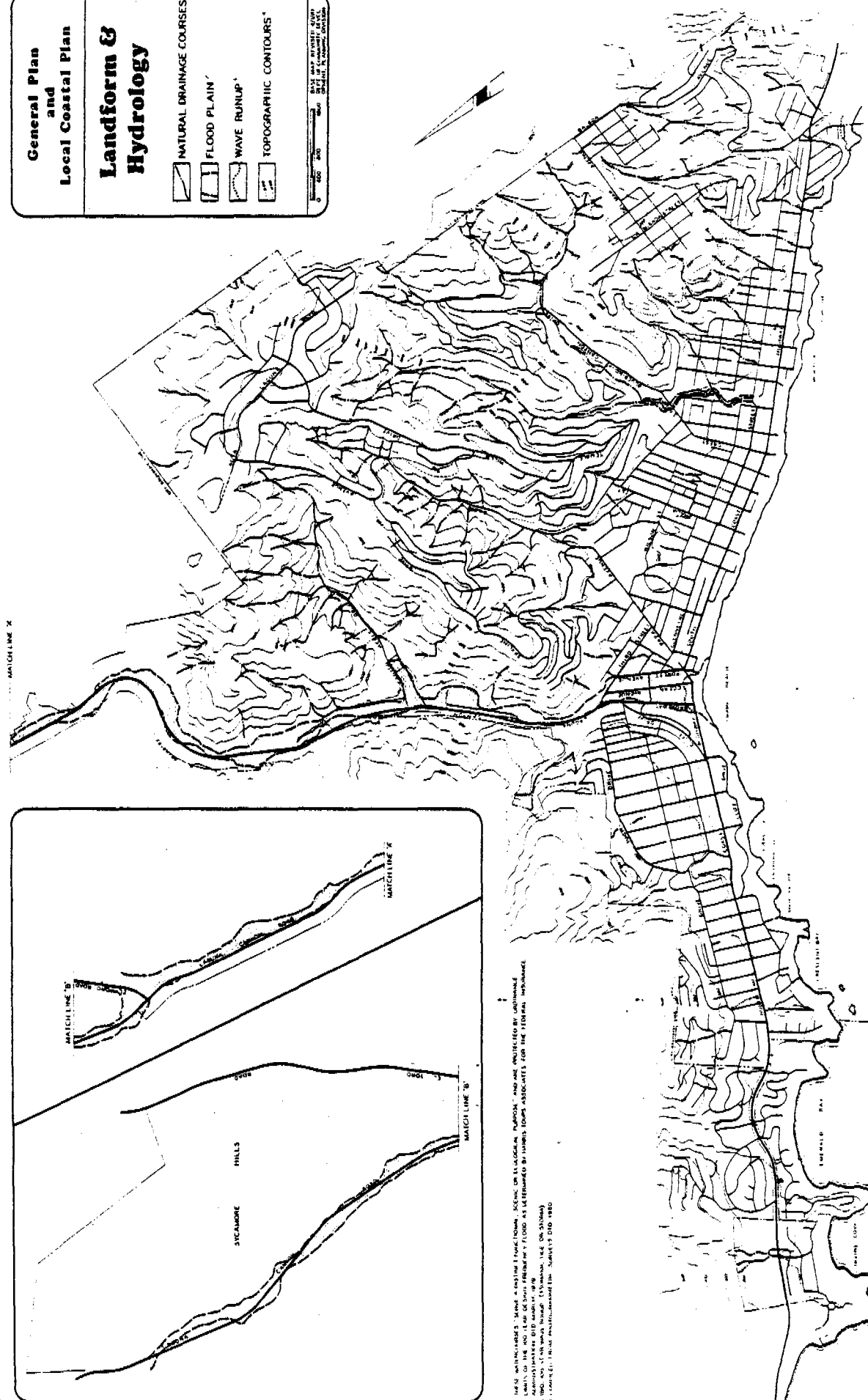
Similar conditions to those found in Bluebird Canyon exist throughout the city. In those areas that are presently developed and found to have documented evidence of downcutting that endangers

Landform & Hydrology

- NATURAL DRAINAGE COURSES***
FLOOD PLAIN*
WAVE RUNUP*
TOPOGRAPHIC CONTOURS*

[illegible]

THESE WITHIN-INDUSTRY "KIDNAP" TESTS HAVE BEEN CONDUCTED BY QUALIFIED ENGINEERS OF THE HO-OF-LEADERS STRATEGIC FLOOD AS WELL AS BY INDUSTRY ASSOCIATES FOR THE FLOOD RESPONSE.



City of Laguna Beach

life and property, engineered solutions may have to be considered in order to achieve an acceptable level of safety. Section 3, Topic 9 of the Open Space/Conservation Element contains more information on this subject.

- F. Geology: "Geologic factors for some areas can have little or no bearing on land use; in other areas they can limit land use and tract design; they can even practically dictate land use in still other areas. The multiplicity of natural and manmade terrain factors makes each hillside area a habitat of its own, a habitat where conditions on adjoining building sites can be extremely misleading and where guessing can be regretfully expensive."³

The importance of geologic factors in land use and development cannot be overstated, as exemplified by the recent disastrous Bluebird Canyon and Del Mar landslides in Laguna Beach. The development of the city through the 1950's largely ignored geologic constraints, although increasing attention has been focused on this subject since then. Experience has shown that disregard of geologic conditions can have unacceptable consequences in terms of social and financial costs.

The myriad of geologic features that are experienced in Laguna Beach make a planning-policy approach difficult and a complex task. Existing policies in the Seismic and Public Safety Element of the General Plan, as well as standards in the Grading Code and Geology Ordinance, encourage a thorough site-specific evaluation and review of geologic factors before land use decisions are made. Additional policies and further examination of geologic hazards can be found under Section 3, Topic 10 of the Land Use Element and Section 3, Topic 3 of the Open Space/Conservation Element.

The map of Geologic Conditions illustrates the general extent of known geologic information throughout the city. Based on the 1975 Geologic Constraint and Land Use Capabilities Map (Leighton and Associates), the Geologic Conditions Map was supplemented with information obtained from environmental studies, tentative tract geologic reports, and other published references. All information on the map originated from reports prepared by registered geologists or engineering geologists.

It should be noted that the Geologic Conditions Map is by no means conclusive and all-encompassing, inasmuch as new information is being constantly developed and gathered in city files. The map is not intended to negate the need for site-specific field exploration but rather serves as a city-wide overview of geologic conditions that can affect the capability of development.

- G. Slope: Slope is an important consideration in land use planning because the suitability of land use is largely dependent on slope characteristics. The efficient and economic development of land must take into consideration such factors as accessibility, slope

³ Landslides and Hillside Development, F. B. Leighton, 1966.

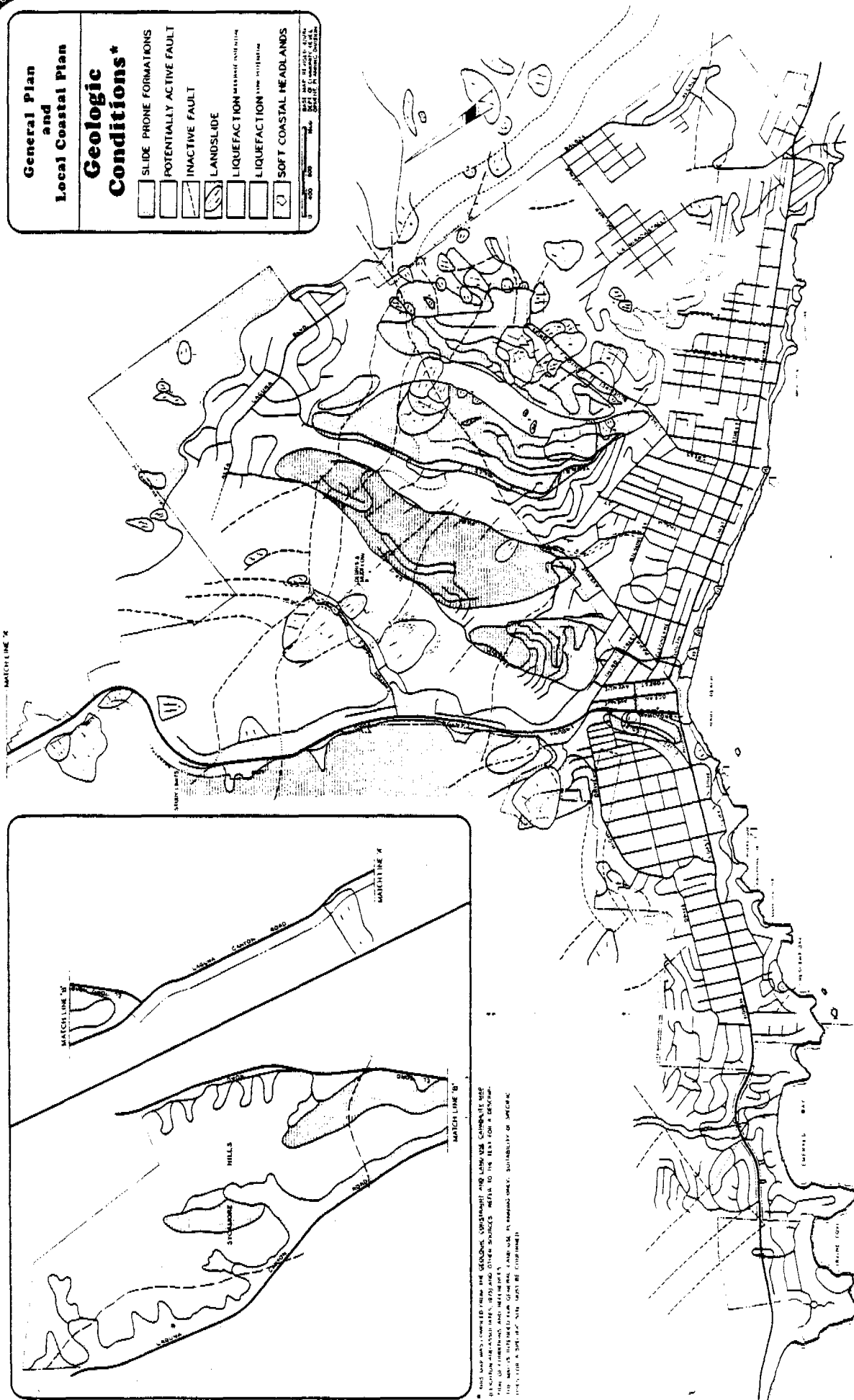
**General Plan
and
Local Coastal Plan**

**Geologic
Conditions***

- SLIDE PRONE FORMATIONS
- POTENTIALLY ACTIVE FAULT
- INACTIVE FAULT
- LANDSLIDE
- LIQUEFACTION HAZARD INTENSITY
- LIQUEFACTION INTENSITY
- SOFT COASTAL HEADLANDS

Scale: 1" = 1000'
North Arrow

City of Laguna Beach



* This map was compiled from the Geologic, Quaternary and Geologic maps of Laguna Beach, California, and the Geologic maps of the City of Laguna Beach, California. The map is based on the Geologic map of the City of Laguna Beach, California, and the Geologic map of the City of Laguna Beach, California. The map is based on the Geologic map of the City of Laguna Beach, California, and the Geologic map of the City of Laguna Beach, California.

MAP SOURCES

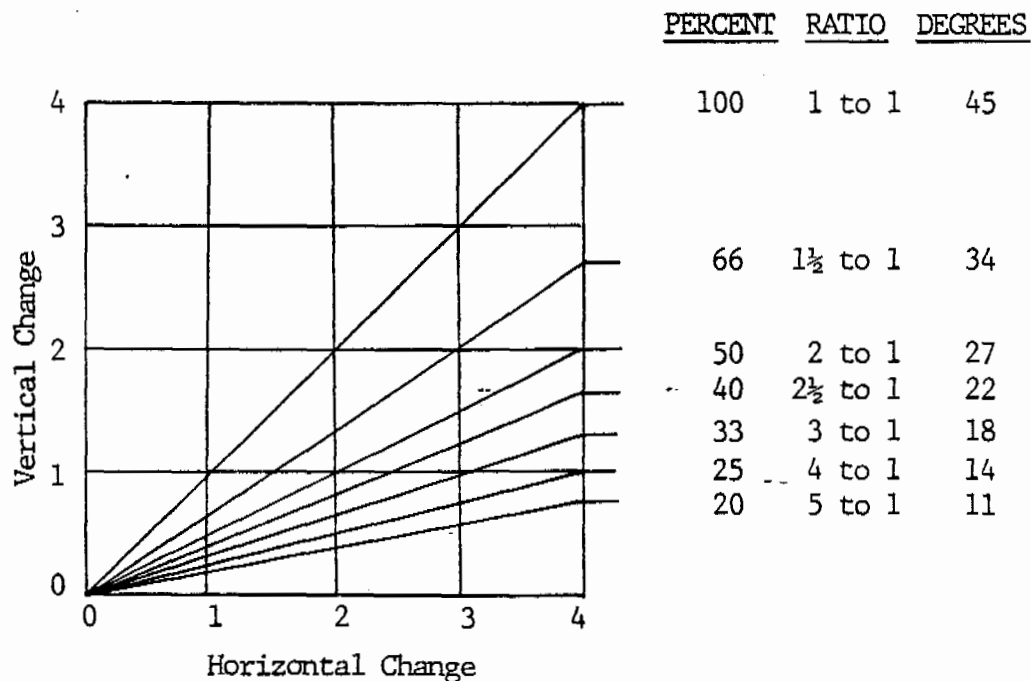
1. Preliminary Soils Engineering and Engineering Geologic Investigation, Tentative Tract 10541, Earth Research Associates, Inc., 12/3/79 (Allen Bell, CEG 936).
2. Photogeologic Index Map, Bluebird Canyon Area, Leighton and Associates, 1/9/79 (Laurence R. Cann, CEG 584).
3. Preliminary Engineering Geologic Investigation, Tentative Tract 10624, Leighton and Associates, December 21, 1978; Subsequent review by G. A. Nicoll and Associates.
4. Preliminary Geotechnical Investigation, Tentative Tract 10045, Leighton and Associates, June 1, 1979.
5. Preliminary Engineering Geologic Reconnaissance, Fire Access Road, Fred Pratley, October 23, 1980.
6. Investigation of Terrain Hazards, Canyon Acres Mudslides, W. A. Wahler and Associates, April 1969.
7. Special Report 127, California Division of Mines and Geology, 1976.
8. Depositional Areas (Mud, Debris & Silt) as observed by City staff during the 1968-69, 1978 and 1979 storms.

stability, grading needs, slope maintenance and effects on the natural environment. In terms of environmental considerations, steep lands are more sensitive, in that they are prone to instability, soil creep, accelerated erosion and rapid runoff. Since sloping land exposes a greater area to a viewer than flat land, aesthetic and visual changes become magnified and more apparent.

Because slope represents such an important function in hillside development, the city's Land Use Element designates most undeveloped hillside land as "Hillside Management/Conservation," utilizing a slope/density formula as a basis for new development. Section 7 of the element elaborates on the use of this requirement. Additionally, Section 3, Topic 14 of the Open Space/Conservation Element provides a further explanation about slope conditions in Laguna Beach.

Slope, simply stated, is an inclined ground surface, the inclination of which is expressed as a ratio of horizontal distance to vertical distance. The slope of land may thus be calculated by dividing the change in vertical distance (rise) by the change in horizontal distance (run). Although slope may be measured in degrees, ratios or percent, the latter is most commonly used for land use planning purposes and is calculated by the formula:

$$\text{Slope \%} = \frac{\text{Rise}}{\text{Run}} \times 100$$



The chief terrain problems in the major canyon areas consist of bedrock landslides on dip slopes, compressible stream deposits in canyon fills on valley floors, thick residual soils subject to creep, settlement and expansion, soil failures and rock falls on steeper slopes, ground water problems or circulation, problems of erosion and deposition, potential removal of bedding support on dip slopes, and high water tables within the canyon floors.⁴ These problems are, to a great extent, a function of slope, with the hazard and risk of occurrence being proportionately greater the steeper the land slopes.

The alteration of the hillside environment by removal of vegetation, as is typically the case for any kind of residential development, greatly increases runoff and erosion to the detriment of downstream properties and facilities. It is well established that sediment production is sensitive to land slope.

Sediment yield from urban areas tends to be larger than in non-urbanized areas, even if there are only small and widely scattered units of unprotected soil in the urban area.⁵ Ultimately, the loss of the soil profile from erosion will change the character of a hillside, inasmuch as vegetation no longer has an adequate soil mantle for continued propagation. This would permanently change the visual and biologic amenities of the locale.

The vacant hillsides of Laguna Beach are predominantly covered with three soil types: Anaheim clay loam, Balcom clay loam, and Cienega-Rock Outcrop Complex. All three only occur on slopes steeper than 30% and share a common characteristic: under bare soil conditions, runoff is rapid to very rapid, and the erosion hazard is high to very high.⁶

Aside from the obvious geologic and soil constraints experienced in hillside lands, another determinant for land use suitability is the availability of access. To develop homesites, roadways or driveways must be graded in order to afford access for the property owner, emergency and service equipment, and to provide for the supporting utility infrastructure. Using empirical techniques, a correlation between slope and access availability can be demonstrated.

⁴ Leighton and Associates, Background Data and Geotechnical Information for the Seismic Safety and Safety Element, 1975.

⁵ Hydrology for Urban Planning, Geological Survey Circular 554.

⁶ Soil Survey of Orange and Western Part of Riverside Counties, U.S.D.A., Soil Conservation Service, 1976.



By utilizing the parameters contained in the city's current grading ordinance (i.e., maximum slope height is 25 feet, maximum slope ratio is 2 to 1) and by correlating these standards to natural slope, the feasibility of providing access may be determined by the following procedure:

$$\text{Maximum Natural Slope} = \frac{50}{(100) + \text{Road Width}}$$

or:

<u>Required Roadwidth</u>	<u>Maximum Cross Slope</u>
8 feet	46.3%
10 feet	45.5%
12 feet	44.6%
16 feet	43.1%
24 feet	40.3%
32 feet	37.9%
40 feet	35.7%
66 feet	30.1%

The preceding table assumes maximum slope heights at a 2:1 ratio; therefore, if a parcel of land is to be served by a 12 foot wide driveway, it may not slope steeper than 44.6% without violating the current grading code. It can, therefore, be concluded as a general rule that lands with a slope of less than 45% have access potential, whereas lands steeper than 45% do not.

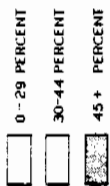
Land slopes in excess of 50% may not be cut under current standards inasmuch as 50% is equivalent to the maximum permitted cut slope ratio of 2:1.

In order to assess the spatial distribution of slope, a slope analysis was prepared (see map entitled "Slope"). The slope categories depicted on the map were chosen in recognition of the fact that the majority of the remaining vacant land is sloped in excess of 30%, and it was assumed that lands in excess of 45% slope have severe access constraints, as demonstrated by the preceding analysis. Lands in the 30% to 44% slope category have variable access opportunities, ranging from good to poor, depending on localized conditions.

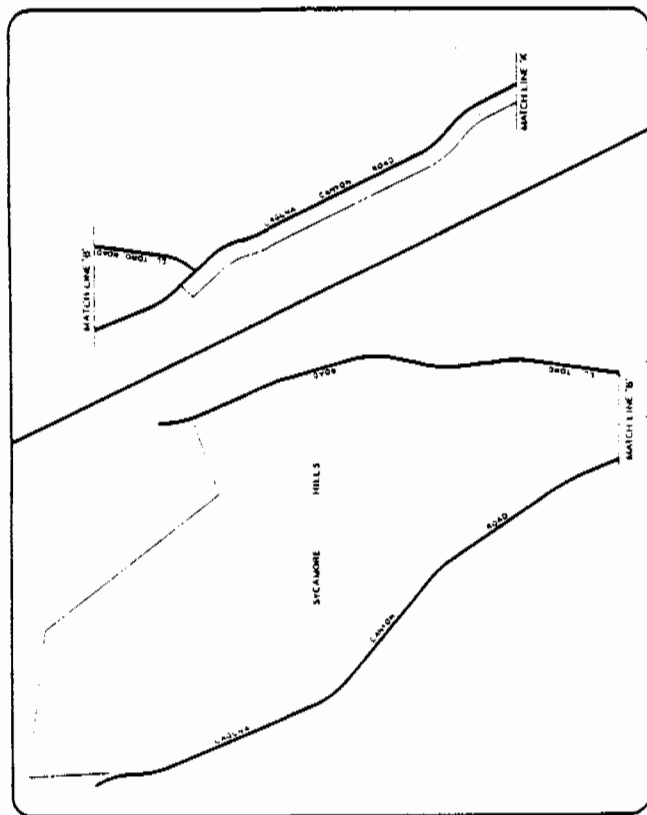
Attention is directed to the map note that addresses specificity: Lands depicted in the various slope categories consist predominantly of that slope, and localized variations, whether more severe or favorable, can occur. It is therefore possible that access potential exists to lands classified as 45+ percent, depending on site-specific conditions. Conversely, access may be unavailable to lands classified as less than 45 percent.

**General Plan
and
Local Coastal Plan**

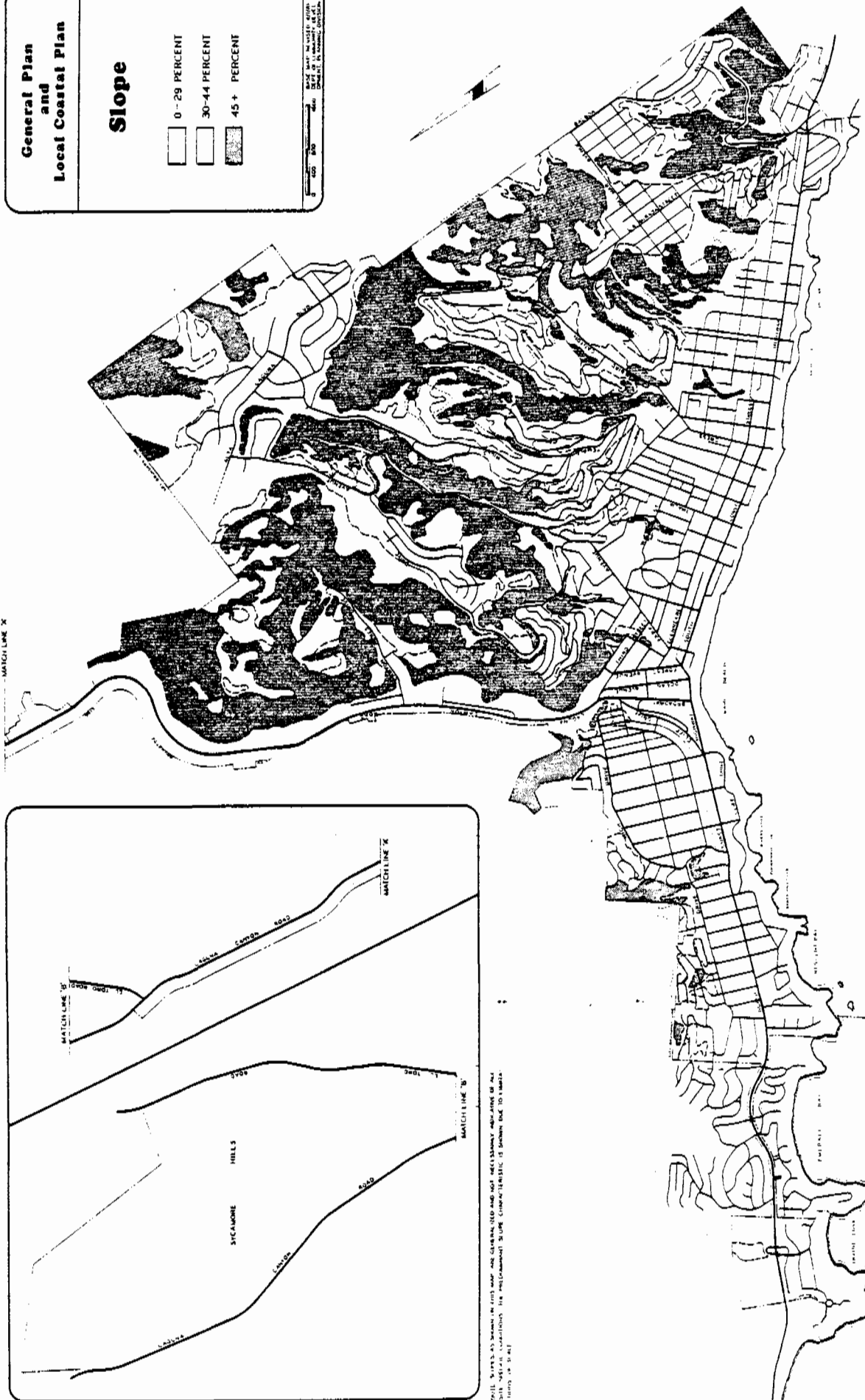
Slope



Scale: 0 400 800 Feet
North Arrow
Map Date: November 2008
Map Title: General Plan and Local Coastal Plan



Map 11: General Plan and Local Coastal Plan. This map shows the location of the main map area within a larger regional context. The inset map includes labels for 'Sycamore Hills', 'Laguna Canyon Road', and 'Match Line X', 'Match Line Y', and 'Match Line Z'.



City of Laguna Beach



- H. Soils: In order to assess the suitability of various areas in the city for agricultural production, U.S.D.A. soil maps and narratives were reviewed and mapped.⁷ It was determined that of the approximately 55 different types of soil found throughout Laguna Beach, 16 types have the potential of supporting some type of agricultural use, provided that they can be effectively managed and irrigated. Table 6-3 lists these soils by U.S.D.A. type, name, capability level and crop potential.

It must be understood that, although a soil type itself may have the capability of supporting a particular crop, various other determinants will affect the viability and economics of agricultural production. Factors such as successful ground preparation and maintenance, erosion and pest control, local climate and the availability of irrigation water, all have a bearing on the success or failure of an agricultural operation. Aside from the foregoing, perhaps the major influence on agricultural uses concerns the acquisition and holding costs of land.

Map 6-3 depicts areas within the city that may have agricultural potential. Although typical crops are listed in Table 6-3, this list is by no means all-encompassing but rather identifies a crop that is commonly grown in that soil type. Plants with similar requirements can be substituted, based on detailed soils and horticultural evaluations. For detailed descriptions of soil capabilities, tillage requirements and soil unit locations, the U.S.D.A. Survey should be consulted and supplemented with additional investigations as deemed necessary. Additionally, Section 3, Topic 6 of the Land Use Element provides further information on agricultural potential in the city.

IMPLEMENTATION PROGRAM

A. Laguna Beach General Plan

1. Land Use Element

a. Policies

- Topic 3, Policies A - F
- Topic 6, Policy A

b. Special Studies/Programs

- Adoption and application of new land use categories for undeveloped hillside lands. City Council adopted "Hillside Management/Conservation" category, utilizing slope/density parameters. See Section 7 of element.
- Examine feasibility of using hazard abatement districts for hazard lands.

⁷ Soil Survey of Orange and Western Part of Riverside Counties, United States Dept. of Agriculture - Soil Conservation Service, June 1976.

2. Open Space/Conservation Element

a. Policies

- Topic 7, Policies A - F
- Topic 8, Policies A - H
- Topic 9, Policies A - R
- Topic 10, Policies A - D
- Topic 13, Policies A - H
- Topic 14, Policies A - I

b. Special Studies/Programs

- Refer to implementation program outlined in Section 5 of Open Space/Conservation Element.

B. Local Coastal Program - Phase III

- Preparation of Hillside Management/Conservation Zone, which incorporates provisions of slope/density formula outlined in the Land Use Element.

TABLE 6-3
AGRICULTURAL POTENTIAL

U.S.D.A. Soil Type	Name	Capability Group	Percent Slope	Avocado	Citrus	Grain	Row Crops
100	Alo Clay	III e5 19	9-15		X M	X	X
101	Alo Clay	IV e5 19	15-30		X	X	X L
102	Alo Clay	VI e1 19	30-50		X M		
103	Alo Variant Clay	III e5 19	9-15		X M	X	X
106	Anaheim Loam	IV e1 19	15-30	X	X	X	X
108	Anaheim Clay Loam	IV e1 19	15-30	X	X	X	X
109	Anaheim Clay Loam	VI e1 19	30-50		X M		
112	Balcom Clay Loam	IV e1 19	15-30		X		X
113	Balcom Clay Loam	VI e1 19	30-50		X M		
127	Bosanko Clay	IV e5 19	15-30		X	X	X L
128	Bosanko Clay	VI e1 19	30-50		X M		
135	Capistrano Sandy Loam	III e1 19	2-9	X	X		X
136	Capistrano Sandy Loam	IV e1 19	9-15		X		X
140	Chino Silty Clay Loam	I 19	(Alluvium)			X	X
141	Cienega Sandy Loam	VI e1 19	15-30	X			
162	Marina Loamy Sand	IV s4 19	2-9	X	X		X
201	Soper Gravelly Loam	VI e1 19	15-30		X M		

M = Moderate
L = Limited

Source: U. S. Department of
Agriculture: Soil
Conservation Service

(Refer to Table 6-2)

