

LAND USE ELEMENT

TABLE OF CONTENTS

I.	INTRODUCTION.....	1
II.	POLICY DOCUMENT	4
A.	Land Use Designations	4
B.	Land Use Intensity	5
C.	Land Use Plan	7
D.	Objectives, Policies, and Implementation Measures	16
III.	BACKGROUND REPORT	20
A.	Community Profile.....	20
B.	Existing Conditions.....	23
C.	Issues, Opportunities, and Constraints.....	31
D.	Data Sources	33

LIST OF TABLES

Table LU - 1: Maximum Permissible Residential Densities	6
Table LU - 2: Maximum Permissible Commercial and Community Facilities Building Intensity	6
Table LU - 3: Maximum Permissible Open Space Building Intensity.....	7
Table LU - 4: Potential Development Sites.....	9
Table LU - 5: Land Use Designation Changes for Developed Sites.....	14
Table LU - 6: Net Changes in Acres by Land Use Designation	14
Table LU - 7: Existing Land Use.....	23
Table LU - 8: Existing Residential Densities	23
Table LU - 9: Residential Population and Dwelling Unit Densities	24
Table LU - 10: Commercial Development Intensities.....	27
Table LU - 11: Leisure World Open Space Recreation Facilities.....	28

LIST OF EXHIBITS

Exhibit A: Land Use Map	3
Exhibit B: Potential Development Sites	8
Exhibit C: Urban Activity Center Land Use Changes.....	12
Exhibit D: Sphere of Influence Map.....	13
Exhibit E: Planned Community Land Use Map	22
Exhibit F: Flood Hazards Map	30

LAND USE ELEMENT

I. INTRODUCTION

California law requires that a land use element be prepared as part of a city's General Plan, as follows:

Government Code Section 65302(a): A land use element which designates the proposed general distribution and general location and extent of uses of the land for housing, business, industry, open space, including agriculture, natural resources, recreation, and enjoyment of scenic beauty, education, public buildings and grounds, solid waste disposal facilities, and other categories of public and private uses of land. The land use element shall include a statement of the standards of population density and building intensity recommended for the various districts and other territory covered by the plan. The land use element shall identify areas covered by the plan, which are subject to flooding and shall be reviewed annually with respect to those areas.

The Land Use Element serves as a guide to community leaders for deciding upon future development of the City. The Land Use Element is central to development of the other Elements of the General Plan. The subject matter of each of the General Plan Elements e.g. Housing, Circulation, Open Space, etc. is inextricably linked to the Land Use Element.

The Land Use Element is organized into two sections:

Policy Document

The Policy Document defines the Land Use Plan for future development in the City of Laguna Woods. The Plan includes general locations and approximate land areas for seven types of land uses: Low Density Residential, Medium Density Residential, High Density Residential, Residential Community, Commercial, Open Space, and Community Facilities (see *Exhibit A: Land Use Map*).

The Policy Document is based on a series of qualitative statements reflecting community values. These statements, or Objectives, are the starting point and guide to formulating the Land Use Plan. The Objectives reflect input from those who live and work in the City of Laguna Woods about the kinds of development that will be accepted as positive change.

LAND USE ELEMENT

Policies in the General Plan direct future courses of action for achieving Objectives. Policies are sufficiently flexible to allow for alternate courses of action. This is particularly important as circumstances may change during the estimated fifteen-year lifespan of the General Plan.

Implementation Measures are specific actions to be taken toward achieving the Land Use Plan. Implementation Measures establish the work program for meeting Objectives of the General Plan.

Zoning, subdivision, public works, and public service decisions will be the principal means available to the City as Implementation Measures for the Land Use Plan.

Background Report

The Background Report provides information about the City of Laguna Woods at the time the General Plan was prepared. It describes conditions prior to the City's incorporation. Changes have been made since incorporation, as reflected in the General Plan.

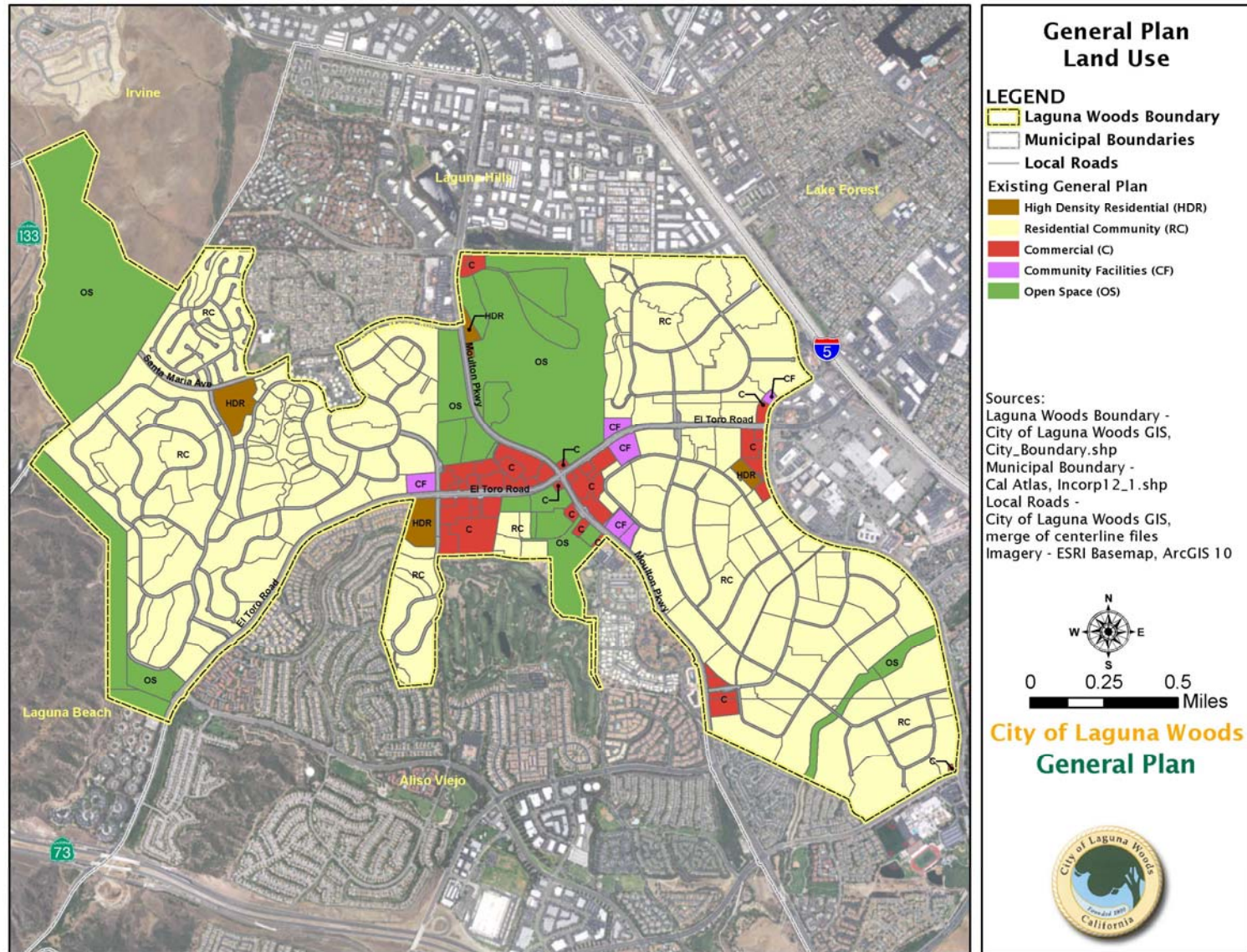
Planners conducted public workshops using results of their research to inform and elicit responses from community members about the future of the City of Laguna Woods and the General Plan. The Background Report is the product of analysis and interpretation of public input by the planners and provides the foundation for the Land Use Element.

The *Community Profile* provides a brief narrative description of demographic and land use characteristics of the City of Laguna Woods. *Existing Conditions* describes locations, acreages, uses, intensity, and types of development in the City of Laguna Woods at the inception of the General Plan.

Issues, Opportunities, and Constraints reflect professional planners' synthesis of factors most likely to influence future development in the City of Laguna Woods. *Flood Zones* identifies, consistent with State requirements for the General Plan, those areas subject to flooding.

LAND USE ELEMENT

Exhibit A: Land Use Map



LAND USE ELEMENT

II. POLICY DOCUMENT

A. Land Use Designations

The Land Use Element identifies general locations and land areas for each of seven land use categories:

1. Low Density Residential
2. Medium Density Residential
3. High Density Residential
4. Residential Community
5. Commercial
6. Open Space
7. Community Facilities

The category “Residential” in the Land Use Element includes all dwelling units equipped for independent living i.e. kitchen, bathroom, and sleeping quarters. Facilities intended for transient living, such as hotels and motels and hospitals and skilled nursing units, are not typically included within the Residential use designation. Low, Medium, and High Density Residential categories describe the intensity of development by the number of units per acre of land (*Table LU - 1*).

The category “Residential Community” encompasses nearly all of the Laguna Woods Village (formerly known as Leisure World) planned residential community with the exception of Rossmoor Towers. “Residential Community” integrates a mix of single-family detached, single-family attached, two family, and multi-family residential, with supporting country clubs, parks, community services, local-serving noncommercial services, and open spaces. Common areas within this district are managed by private nonprofit community associations.

The “Commercial” designation covers a broad range of non-residential, non-industrial uses. Typical commercial uses include retail stores, restaurants, administrative offices, retail services such as dry cleaners and barbershops, automobile sales and services, and may include institutional uses such as hospitals and churches.

LAND USE ELEMENT

The “Open Space” designation in the Land Use Element is generally used for passive and active recreation such as parkland, tennis courts, and golf courses. These uses may be either publicly or privately owned. Facilities of governmental and quasi-governmental agencies such as cities, water districts, and electric utilities may be included within this category.

The “Community Facilities” designation is unique in that it is designed specifically to accommodate public and private community uses that serve residents, visitors, property owners, and workers in the City. Civic, government, utilities, schools, hospitals, cultural venues, churches, temples and places of worship may all be located within this designation.

B. Land Use Intensity

State law requires that standards for intensity of development be included for each land use category. For residential uses, the number of dwelling units constructed on each acre indicates intensity of development. Population density is estimated by applying data for average number of persons per household to the number of dwellings per acre.

Residential Community is a unique type of residential designation. Properties located within Residential Community were developed through a comprehensive plan titled the Rossmoor Leisure World Planned Community District Regulations. This document provides standards for maximum numbers of dwelling units and residential acreage. Future development within this designation shall conform to originally intended maximum residential densities found within the area’s planned community guidelines, as amended, and the Laguna Woods Land Use and Development (Zoning) Code. Further, any development occurring within this designation shall continue the practice of tying together individual uses into a cohesive neighborhood with consistent massing of buildings, architecture, landscaping, and circulation.

Intensity of development in Commercial and Community Facilities areas is expressed as Floor Area Ratio (FAR). Floor Area Ratio is the maximum permissible building floor area divided by lot area ($FAR = \text{Floor Area of Building} \div \text{Lot Area}$). For example, a FAR of “0.5” allows 5,000 square feet of building area on each ten thousand square feet of lot area ($0.5 = 5,000 \div 10,000$). FAR allows the building area to be distributed on one, two, or more floors and is not in and of itself a standard for building height.

LAND USE ELEMENT

Allowable development intensity for Open Space uses may be set forth as a function of both maximum building area and building height. A clubhouse, for example, may be limited to a maximum building “footprint” (total area of all building roofs) and a fixed height measured in feet.

The appropriate building intensity is established in the General Plan. *Table LU - 1* shows maximum building intensity for future development in each of the four Residential categories of the Land Use Element, expressed as dwelling unit density. *Table LU - 2* represents maximum building intensity for future development for properties designated as Commercial or Community Facilities. *Table LU - 3* shows maximum building intensity for properties designated as Open Space.

Table LU - 1: Maximum Permissible Residential Densities

Land Use Category	Dwelling Density	Assumed Population Density
Low-Density Residential	Fewer than 10 Units per Acre	12 persons per Acre
Medium-Density Residential	10 to fewer than 13 Units per Acre	15 persons per Acre
High-Density Residential	13 to 35 Units per Acre	42 persons per Acre
Residential Community Planning Units 1-A, 4-A, & 1-D	Fewer than 10 Units per Acre	12 persons per Acre
Residential Community Planning Units 7-A & 3-A	10 to fewer than 13 Units per Acre	15 persons per Acre

In addition to the maximum dwelling unit intensity standards outlined in the table above, the total number of dwelling units located within the Residential Community designation shall not exceed that allowed in area’s planned community guidelines, as amended. See *Exhibit E: Planned Community Land Use Map* for a visual representation of planning units.

Table LU - 2: Maximum Permissible Commercial and Community Facilities Building Intensity

LAND USE ELEMENT

Land Use Category	Floor Area Ratio
Commercial	0.30
Community Facilities	0.30

Table LU - 3: Maximum Permissible Open Space Building Intensity

Land Use Category	Building Footprint	Building Height
Open Space	25,000 Sq. Ft.	35 feet

C. Land Use Plan

The Land Use Plan broadly defines the types and locations of future development. Formulation of the Land Use Plan was guided by the Objectives included at the end of this Policy Document.

Sufficient “Residential” land area for construction of new dwelling units consistent with Housing Element Goals is included in the Land Use Plan. Properties designated for commercial use afford opportunities for new retail space and expanding the range of consumer goods and services available in the community. Increases in the number of businesses that generate sales tax, and consequently, increased revenues to the City are expected with this plan.

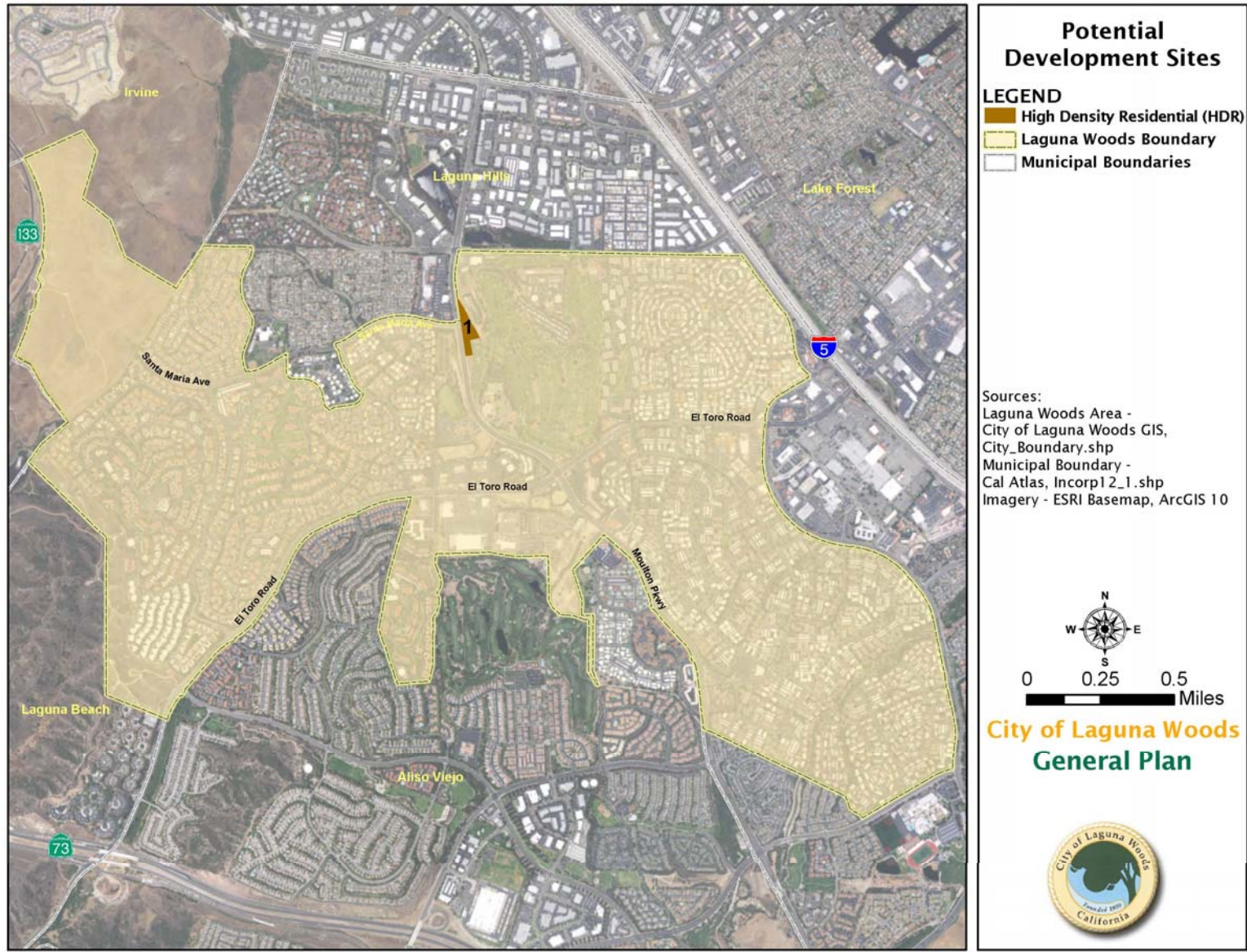
The Land Use Plan reflects changed land use designations for some parcels as necessary to achieve consistency among the General Plan land use designations, existing uses, and zoning designations.

1. Potential Development Sites

Potential development site locations are shown in *Exhibit B: Potential Development Sites* and *Table LU -4*. A narrative description follows.

LAND USE ELEMENT

Exhibit B: Potential Development Sites



LAND USE ELEMENT

Table LU - 4: Potential Development Sites

PARCEL	ACRES	EXISTING CONDITIONS	CURRENT DESIGNATION (POTENTIAL INTENSITY/DENSITY)
1	3.3	Located east side of Moulton Parkway @ Santa Maria; currently used as a Laguna Woods Village garden plot.	HIGH DENSITY RESIDENTIAL (115 dwellings @ 35 per acre)
<i>Total</i>	<i>3.3</i>		

Parcel 1

This is a 3.3-acre parcel on Moulton Parkway opposite the terminus of Santa Maria Avenue. This property, used as a garden plot by Laguna Woods Village (formerly known as Leisure World) residents, is designated “High Density Residential” on the General Plan Land Use map. This land use designation allows for construction of approximately 115 dwelling units.

2. Land Use Designation Changes for Developed Sites

Table LU -5 identifies changes to the Land Use Plan map of the General Plan that are described in this document.

Table LU -6 contrasts the distribution of land uses in the Interim General Plan, 2002 Land Use Plan, and 2007, 2010, 2015, and 2017 General Plan Amendments, with the distribution in the Land Use Plan included in this document.

3. Land Use Designation for 2002 Annexation Parcel

In 2002, the City of Laguna Woods annexed into the City an approximately 10-acre parcel with frontage on El Toro Road opposite the terminus of Aliso Creek Road. This parcel is adjoined to the south and southwest and to the west by the Southern California Edison right-of-way. The property is designated as Open Space in the Land Use Plan of this Land Use Element.

4. Land Use Designation for Laguna Laurel Annexation

In 2007, the City of Laguna Woods designated three parcels totaling approximately 171 acres that lie east of the future alignment of Laguna Canyon Road (State Highway 133) and west of the terminus of Santa Maria Avenue as Open Space in this Land Use Element and zoned the parcels as

LAND USE ELEMENT

Open Space – Passive. A Grant Deed of Conservation Easement was recorded on the three parcels in December 2001 by the then-current landowner (the Irvine Company) to protect the natural, ecological, scenic, recreational, and educational value of the property. Consistent with the provisions set forth in the Grant Deed of Conservation Easement, fences and gates; informational kiosks; interpretive, regulatory, and informational signs; and all other uses listed in Schedule 4 of the Grant Deed of Conservation Easement shall be permitted.

5. Land Use Designation for Laguna Road Parcels

In 2007, the City of Laguna Woods designated seven parcels totaling approximately 7 acres as Open Space and zoned the parcels as Open Space - Passive. The parcels lie east of the future alignment of Laguna Canyon Road (State Highway 133) and west of the Laguna Laurel Annexation. These seven parcels were initially intended to be included as part of the Laguna Laurel Annexation; however, since these parcels may be affected by the Laguna Canyon Road widening and realignment project, they were removed from the Laguna Laurel Annexation and incorporated into the City's sphere of influence so they may be annexed into the City once re-construction of Laguna Canyon Road is complete.

6. Land Use Designation for the Laguna Woods Village Community

In 2010, the City of Laguna Woods designated 1,416 acres of the existing Laguna Woods Village (formerly known as Leisure World) planned community as a new land use designation titled Residential Community. It was determined that the previous land use designations of Low Density Residential and Medium Density Residential did not adequately encompass the unique characteristics found within a large planned community. Therefore, the proposed reclassification will assign the large master planned community of Laguna Woods Village a land use designation that more closely represents the various types of residential and community uses found within this development.

7. Land Use Designation for Community Facilities

In 2010, the City of Laguna Woods created a new General Plan land use designation titled Community Facilities. The purpose of this new land use category is to provide a suitable designation for public and private community

LAND USE ELEMENT

uses that serve, residents, visitors, businesses, property owners and workers in the City. Eight properties were reclassified from residential and commercial uses to the new community facilities designation. The new category includes Orange County Fire Authority Station #22 and five religious institutions.

8. Land Use Designation Changes for Undeveloped Sites

In 2015, the Golden Rain Foundation filed a General Plan Amendment that re-designated approximately 60 acres of Urban Activities Center to Open Space. This included the redesignation of a single parcel that had split land use designations of Urban Activities Center and Open Space all to Open Space. As a result this reduced the area designated as Urban Activity Center to 15 acres.

9. Various Land Use Designation Changes and Deletion of Urban Activities Center Land Use Designation and Sphere of Influence

In 2017, the Golden Rain Foundation filed a General Plan Amendment that re-designated all remaining Urban Activities Center parcels to either Residential Community or Open Space. With no other parcels in the City designated as Urban Activities Center, the Urban Activities Center land use designation, including related narrative and one implementation action, was deleted.

In 2017, the City also amended the General Plan Land Use Element to remove the sphere of influence in accordance with Orange County Local Agency Formation Commission (OCLAFCO) Resolution SOI 15-01 (8/12/2015).

LAND USE ELEMENT

Exhibit C: Urban Activity Center Land Use Changes

N/A – The Urban Activities Center land use designation was deleted in 2017.

LAND USE ELEMENT

Exhibit D: Sphere of Influence Map

N/A – The City’s Sphere of Influence was removed pursuant to Orange County Local Agency Formation Commission (OCLAFCO) Resolution SOI 15-01 (8/12/2015).

LAND USE ELEMENT

Table LU - 5: Land Use Designation Changes for Developed Sites

Land Use	Existing General Plan	2010 General Plan Amendment
Lutheran Church of the Cross	Medium Density Residential	Community Facilities
United Methodist Church	Medium Density Residential	Community Facilities
Temple Judea	Medium Density Residential	Community Facilities
Orange County Fire Authority Station #22	Commercial	Community Facilities
St. Nicholas Catholic Church	Medium Density Residential	Community Facilities
Geneva Presbyterian Church	Low Density Residential	Community Facilities
Laguna Woods Village (excluding Rossmoor Towers)	Low/Medium Density Residential	Residential Community
Laguna Woods Village Library	Commercial	Residential Community

Table LU - 6: Net Changes in Acres by Land Use Designation

Land Use Category	Interim General Plan	2002 Land Use Plan	2007 General Plan Amendment	2010 General Plan Amendment	2015 General Plan Amendment	2017 General Plan Amendment
Low-Density Residential	687	630	630	0 ³	0 ³	0

LAND USE ELEMENT

Medium-Density Residential	798	786	786	0 ³	0 ³	0
High-Density Residential	27	30	30	28 ⁵	28	28
Residential Community	--	--	--	1,394 ^{3,4}	1,394	1,407 ⁷
Commercial	88	130	130	92 ⁴	92	92
Open Space	324	289	467 ²	440 ⁵	500 ⁶	496 ⁷
Community Facilities	--	--	--	18 ⁴	18	18
Urban Activities Center	--	69	69	75	15 ⁶	0 ⁷
Public Rights-of-Way	170	170	170	75 ⁵	75	75
Total	2,094	2,104¹	2,282²	2,122⁵	2,122	2,116⁷

¹Reflects annexation in 2002 of a 10-acre property adjoining El Toro at the terminus of Aliso Creek Road.

²Reflects the Laguna Laurel Annexation and sphere of influence amendment in 2007 consisting of approximately 178 acres that lie to the east of Laguna Canyon Road (State Highway 133) and west of the terminus of Santa Maria Avenue.

³Reflects the 2010 reclassification of nearly all properties (with the exception of Rossmoor Towers) located within the gated community of Laguna Woods Village (Formerly known as Leisure World) to the land use designation titled Residential Community.

⁴Reflects the 2010 reclassification of approximately 20 acres of residential and commercial properties to the land use designation titled Community Facilities.

⁵Reflects adjustments made as a result of improvements in GIS mapping.

⁶Reflects the 2015 General Plan Land Use change from Urban Activities Center to Open Space.

⁷Reflects the 2017 General Plan Land Use change that removed all Urban Activities Center designations, adopted various new designations, and removed the sphere of influence.

LAND USE ELEMENT

D. Objectives, Policies, and Implementation Measures

The future direction for the City is broadly defined by the Objectives included in each Element of the General Plan. Objectives reflect community values about the types and character of development accepted as positive change for the City.

Policies are directives for development decisions. These directives suggest courses of action that will shape the City consistent with the Objectives and the Land Use Plan they define.

Implementation Measures are specific actions that may be taken toward achieving the Land Use Plan following adoption of the General Plan. Many implementation measures relate to adopting and revising the City's zoning and subdivision ordinances, and to the capital improvement and public services programs.

Objective I: Promote land uses that accommodate the diverse needs of City of Laguna Woods residents.

Policy I.A: Facilitate development of a variety of housing types that appeal to a broad spectrum of prospective new residents.

Implementation Measure:

I.A.1 Accommodate rezoning of properties consistent with Residential designations shown on the General Plan Land Use Map and with Housing Element goals for new dwelling unit construction.

I.A.2 Approve rezoning of Open Space land to non-residential use consistent with the General Plan Land Use Map only after sufficient land is zoned for Residential use consistent with Housing Element goals for new dwelling unit construction.

I.A.3 Adopt a Zoning Ordinance provision requiring that replacement, redevelopment, and/or relocation of any Laguna Woods Village (formerly known as Leisure

LAND USE ELEMENT

World) Clubhouse facility not result in a net loss of land area reserved and maintained for recreational uses.

Policy I.B: Actively participate with property owners and their representatives to expand the range of retail goods and services.

Implementation Measure:

I.B.1 Prepare a City marketing brochure to supplement broker and property owner offerings to prospective commercial tenants and prospective residents.

I.B.2 Adopt zoning ordinance procedures for site-specific parking studies reflecting demand based on existing or proposed commercial tenant mix.

I.B.3 Accommodate requests of property owners for zone changes consistent with land use designations on the General Plan Land Use Map.

Objective II: Enhance the value and desirability of properties.

Policy II.A: Develop a strategy for promoting excellence in property maintenance and building design.

Implementation Measure:

II.A.1 Adopt Zoning Ordinance standards for design review that include architectural guidelines for new and renovated commercial projects.

II.A.2 Include noise, view, light and glare, and traffic generation considerations in developing buffer zone requirements in the Zoning Ordinance to ensure compatibility of non-residential development with nearby residential uses.

LAND USE ELEMENT

- II.A.3 Continue to implement the scenic highway provisions of the Zoning Ordinance.
- II.A.4 Continue to include maintenance and periodic upgrading of landscaped medians in the City's annual budget.
- II.A.5 Continue the current Code Enforcement program including inspection and compliance provisions associated with the City's Stormwater Program.
- II.A.6 --
- II.A.7 Incorporate stormwater design considerations or Standard Urban Stormwater Mitigation Plans (SUSMP's) and the implementation of Best Management Practices (BMP's), to the maximum extent practicable, in new development and significant redevelopment projects to improve water quality and ensure compliance with the City Local Implementation Plan (LIP).

Policy II.B: Monitor land use decisions and legislation of other units of government that may affect the quality and value of properties in the City of Laguna Woods.

Implementation Measure:

- II.B.1 Actively participate as a City in area-wide and regional forums in opposing a commercial airport at the former Marine Corps Air Station at El Toro.
- II.B.2 Monitor legislative updates provided by the California League of Cities.
- II.B.3 Work with nearby cities and special districts on issues of mutual benefit or interest.

LAND USE ELEMENT

Objective III: Promote innovation in design and development of properties that reflects the unique needs of the City of Laguna Woods market.

Policy III.A: Identify opportunities in new construction and re-use projects for optimizing accessibility for people with special needs.

Implementation Measure:

III.A.1 Consider adopting zoning and subdivision requirements for connecting sidewalks and multi-purpose trails between new and existing commercial, institutional, and residential destinations.

III.A.2 Consider adopting zoning ordinance standards for alternative modes of transportation in commercial, institutional, and multiple family residential development.

Objective IV: Maintain and enhance revenues to the City.

Policy IV.A: Consider the fiscal impacts of land use decisions.

Implementation Measure:

IV.A.1 Require applicants for new uses, to be defined by project size or type, to submit fiscal impact analyses including projected revenues to the City and costs of municipal services.

LAND USE ELEMENT

III. BACKGROUND REPORT

This Section describes conditions prior to the City's incorporation. Changes have been made since incorporation, as reflected in the General Plan.

A. Community Profile

The City of Laguna Woods encompasses a land area of approximately 3.3 square miles with a population of 16,507¹. The bulk of commercial and institutional uses are situated along El Toro Road and Moulton Parkway within four-tenths of a mile of their intersection. Two smaller retail nodes are located at the El Toro Road and Paseo de Valencia intersection and at the Moulton Parkway and Ridge Route Drive intersection.

The City of Laguna Woods is unique in that nearly all existing residential uses are age-restricted for adults aged 55 years and older. Of the 13,252 dwelling units in the City of Laguna Woods, 12,736 are located in the gated community of Leisure World, which represents 80% of the City's total land area. Three other residential communities provide an additional 516 dwelling units in the City of Laguna Woods.

The Renaissance at the Regency adult residential care community includes 192 rental apartments. Another 140 apartments are located at The Fountains adult residential development adjacent to The Renaissance. The Alterra Wynwood at Palm Terrace includes 184 assisted living apartment units. A 99-bed residential care facility at Alterra is not included in the dwelling unit count. The Renaissance and the Fountains are located in planning unit 4-B, and Alterra Wynwood is located in planning unit 7-E. The location of each planning unit is shown on *Exhibit E, Planned Community Land Use Map*.

The Golden Rain Foundation, on behalf of itself, the Golden Rain Trust, and each of three "mutual benefit corporations" (mutuals) representing the homeowners and shareholders of Leisure World, owns and operates all clubhouse facilities, entrance gates, swimming pools, golf courses, riding stables, and various other recreational facilities within Leisure World. These facilities as well as the bus system owned by the Trust are for the exclusive use of Leisure World residents. Cul-de-sacs within each of the mutuals in

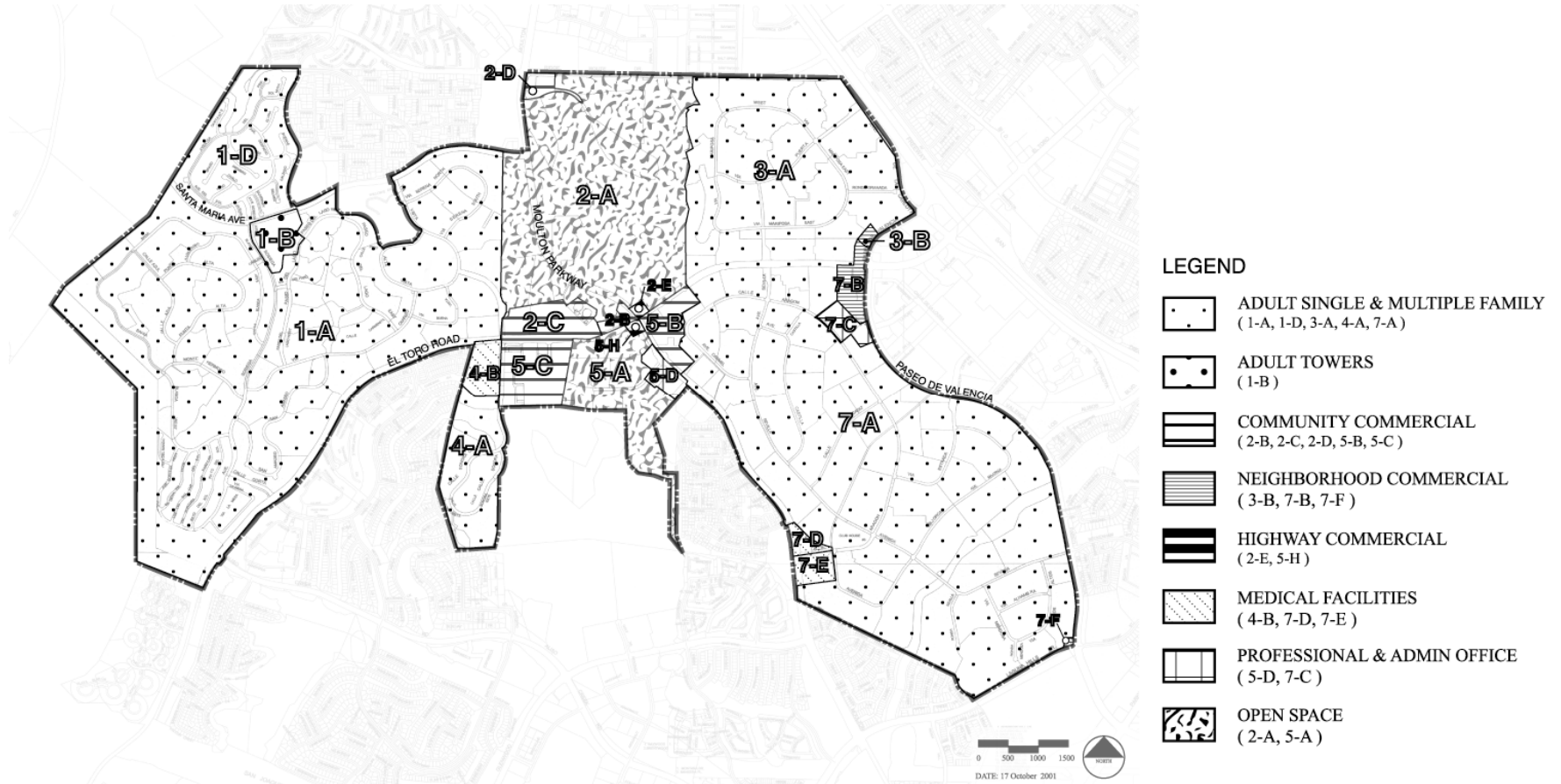
¹ Data is from U.S. Census 2000 and does not reflect results of a successful appeal of the City of City of Laguna Woods to the Bureau of the Census challenging total population and age cohort data that will establish year 2000 population as 18,208.

LAND USE ELEMENT

Leisure World are owned by the respective mutual. Streets, sidewalks, and storm drains within Leisure World are owned and maintained by the Trust.

LAND USE ELEMENT

Exhibit E: Planned Community Land Use Map



LAND USE ELEMENT

B. Existing Conditions

Locations, sizes, and intensities of development existing at the time of preparation of this document are described in this section. *Table LU - 7* uses land use designations defined in this document to represent distribution of land uses prior to the adoption of this General Plan.

*Table LU - 7: Existing Land Use**

*Exclusive of streets and rights-of-way

Land Use	Number of Acres
Residential	
Low-Density	687
Medium-Density	798
High-Density	27
Commercial	88
Open Space	324
Total	1,924

1. Residential Land Uses

Dwelling unit and population densities existing at the time of adoption of this document are indicated in the following table.

Table LU - 8: Existing Residential Densities

General Plan	Housing Density	Population Density
Low Density Residential	< 10 Dwelling Units per acre	11.88 per acre
Medium Density Residential	10 < 13 Dwelling Units per acre	13.19 per acre
High Density Residential	13 – 35 Dwelling Units per acre	42 per acre

LAND USE ELEMENT

Residential neighborhoods in the City of Laguna Woods are described below and identified by Planning Unit number consistent with *Exhibit E, Planned Community Land Use Map*. The Planning Units originated in the Rossmoor Leisure World Planned Community District Regulations of the County of Orange prior to the City’s incorporation. A summary of this information is provided in *Table LU-9: Residential Population and Dwelling Unit Densities*.

Table LU - 9: Residential Population and Dwelling Unit Densities

Interim General Plan	Planning Unit	Housing Density	Population per acre	Dwelling Units	Acres
Low Density Residential	1-A, 4-A, 1-D	0 - 9.9	9.5	4,115	687
Medium Density Residential	7-A, 3-A	10 - 13	12.49	8,310	798
High Density Residential	1-B, 4-B, 7-E	13.1 – 33.2	26.0	827	27
Total				13,252	1,512

Planning Unit 1-A – 553 acres

Planning Unit 1-A makes up the better part of the City’s western half. This area consists of single and multiple family dwelling units and is bordered by El Toro Road to the south, unincorporated Orange County open space to the west, low density residential to the north, Moulton Parkway to the east, and the commercial Town Centre at its southeast tip. All the dwelling units within this planning unit are included in the Third Laguna Hills Mutual housing corporation. There are 3,384 dwelling units.

Planning Unit 1-B – 11 acres

Located south of Santa Maria Avenue at Avenida Sosiega, this planning unit consists of a high-density development known as the Towers. The Towers consists of two fourteen-story high-rise buildings with 311 residential units that belong to the Laguna Hills Mutual No. 50 housing corporation. Residential units in Planning Unit 1-A surround the Towers.

LAND USE ELEMENT

Planning Unit 1-D – 84 acres

Located in the City's northwest corner, bordered by Ridge Route Drive to the north and Santa Maria Avenue to the south, Planning Unit 1-D consists of 317 detached units as part of the Third Laguna Hills Mutual housing corporation. This planning unit is surrounded by residential uses, except to the west, which is undeveloped open space.

Planning Unit 3-A – 229 acres

Planning Unit 3-A makes up the City's northeast corner and is bordered by Ridge Route Drive to the north, El Toro Road to the South, Avenida de Carlota to the east and a golf course to the west. This unit includes 1,918 condominiums in Third Laguna Hills Mutual and 842 cooperative units in United Laguna Hills Mutual.

Planning Unit 4-A – 50 acres

This planning unit is located just south of planning unit 4-B and El Toro Rd. at Calle Sonora. There are 414 condominium units that are part of Third Laguna Hills Mutual.

Planning Unit 4-B – 11 acres

This is one of two residential planning units located outside the Leisure World gates. Located at the southwest corner of El Toro Road and Calle Sonora, two adult residential care facilities occupy this planning unit. The Renaissance at the Regency has 192 one and two bedroom units. The Fountains has 140 one and two bedroom units.

Planning Unit 7-A – 569 acres

Occupying the majority of the City's southeast section, Planning Unit 7-A is bordered by El Toro Road to the north, Paseo De Valencia to the east, Laguna Hills Road to the south and Moulton Parkway on the west. This Planning Unit includes 5,481 cooperatives in the United Laguna Hills Mutual housing corporation and 69 condominium units in the Third Laguna Hills Mutual.

Planning Unit 7-E – 5 acres

Also outside the Leisure World gates, this planning unit is occupied by the Alterra Wynwood manor care and Palm Terrace assisted living facilities. With a zoning designation as Medical Facility, this is a residential care facility with 99 beds and 184 living units.

LAND USE ELEMENT

2. Commercial Land Uses

The locations, land areas, and intensity of commercial development existing at the time of preparation of this General Plan are included in this section. Planning Unit designations are those of the *Rossmoor Leisure World Planned Community District Regulations* of the County of Orange that were in effect prior to the City's incorporation. Locations of each Planning Unit are shown in *Exhibit E, Planned Community Land Use Map*.

Planning Unit 3-B – 3 acres located at the northwest corner of El Toro Road and Paseo De Valencia. Current land uses include Fire Station No. 22, operated by the Orange County Fire Authority.

Planning Unit 7-B – 7 acres located at the southwest corner of El Toro Road and Paseo De Valencia. The 64,265 square foot Valencia Shopping Center occupies the site.

Planning Unit 7-F – 0.5 acres located at the northwest corner of Laguna Hills Drive and Paseo De Valencia. The existing use is a 6,000 square foot office building.

Planning Unit 2-B – 7.8 acres centrally located in the City at the northwest corner of El Toro Road and Moulton Parkway. Existing uses include a self-storage facility, a pet hospital, and a gas station/convenience store.

Planning Unit 2-C – 14.4 acres is situated north of El Toro Road and east of Calle Sonora. The site is developed as Town Centre, a 253,270 square foot mixed-use commercial center.

Planning Unit 2-D – 4.4 acres located at the southeasterly corner of Moulton Parkway and Ridge Route Drive is developed with a small retail center that includes a self-storage facility.

Planning Unit 5-B – 14 acres occupying the southeasterly corner of El Toro Road and Moulton Parkway. Known as Willow Tree Center, development consists of 170,077 square feet of retail commercial space.

Planning Unit 5-C – 24 acres developed as the Home Depot commercial center. It is located at the southeast corner of El Toro Road and Calle Sonora.

LAND USE ELEMENT

Planning Unit 2-E – 0.5 acres located at the northeasterly corner of Moulton Parkway and El Toro Road and occupied by an auto wash.

Planning Unit 5-H – 0.4 acres at the southwesterly corner of Moulton Parkway and El Toro Road. The site is developed as an automobile oil change facility.

Table LU - 10: Commercial Development Intensities

**Estimated*

General Plan	Zoning	Planning Unit	Building Area in Sq. Ft.	Land Area in Acres	Floor Area Ratio
Commercial	Neighborhood Commercial	3-B, 7-B & 7-F	89,000	10.6	.20
Commercial	Community Commercial	2-B, 2-C, 2-D, 5-B, & 5-C	708,486	65	.25
Commercial	Highway Commercial	2-E & 5-H	3,440*	0.9	.10
Employment	Professional & Administrative Office	5-D & 7-C	27,219*	10	.25
Commercial	Medical Facility	7-D	16,636	1.5	.18
Total			844,781	88	

Planning Unit 5-D – 3.5 acres located on the west side of Moulton Parkway south of El Toro Road is developed with two warehouse/office buildings.

Planning Unit 7-C – 7 acres located west of Paseo De Valencia, south of El Toro Road. Existing land uses include the former Leisure World administration building and a bank.

Planning Unit 7-D – 1.5 acres located in the southeast part of the City east of Moulton Parkway and is developed with a mortuary.

3. Open Space Land Uses

Approximately 324 acres were designated as Recreation/Open Space at the time of the City's incorporation. Both active and passive recreational uses

LAND USE ELEMENT

such as Clubhouse 4, equestrian facilities, garden centers, and the 18-hole golf course were included in this designation.

This section includes a description of each of the facilities previously designated as Recreation/Open Space. The Planning Unit designations are those of the Rossmoor Leisure World Planned Community District Regulations of the County of Orange that were in effect prior to the City's incorporation. Planning Units are identified on the map in *Exhibit E, Planned Community Land Use Map*.

Planning Unit 2-A – 270 acres centrally located and north of El Toro Road, this planning units is occupied by an eighteen-hole golf course, RV storage, one of the Leisure World clubhouses, the El Toro Water District's water recycling plant, and a small water body used by the El Toro Water District for recycled water storage. A 12,000 square-foot City dog park is located on the south one-half of the right-of-way of Ridge Route Drive, east of Moulton Parkway. The dog park is not designated Open Space, however, as future widening of Ridge Route will require removal of the dog park.

Planning Unit 5-A – 54 acres located south of El Toro Road, west of Moulton Parkway. Existing uses include equestrian facilities, recreation vehicle storage lot, garden plot, maintenance building and yard, maintenance office and parking lot, and 23 acres of mostly vacant land with garden mulching operations, and a riparian corridor/ drainage easement.

Table LU - 11: Leisure World Open Space Recreation Facilities

Facility/Resource	Quantity
Clubhouses	6
Pools	5
Fully equipped Fitness center	2
Shuffleboard Courts	12
Bocce Courts	3
Tennis Courts	12
Auditorium/Theater	1
Craft workshops	10
Library	1
Equestrian Facility	1
Golf Courses	2
Garden Centers	2

LAND USE ELEMENT

RV Storage	2
------------	---

4. Flood Zones

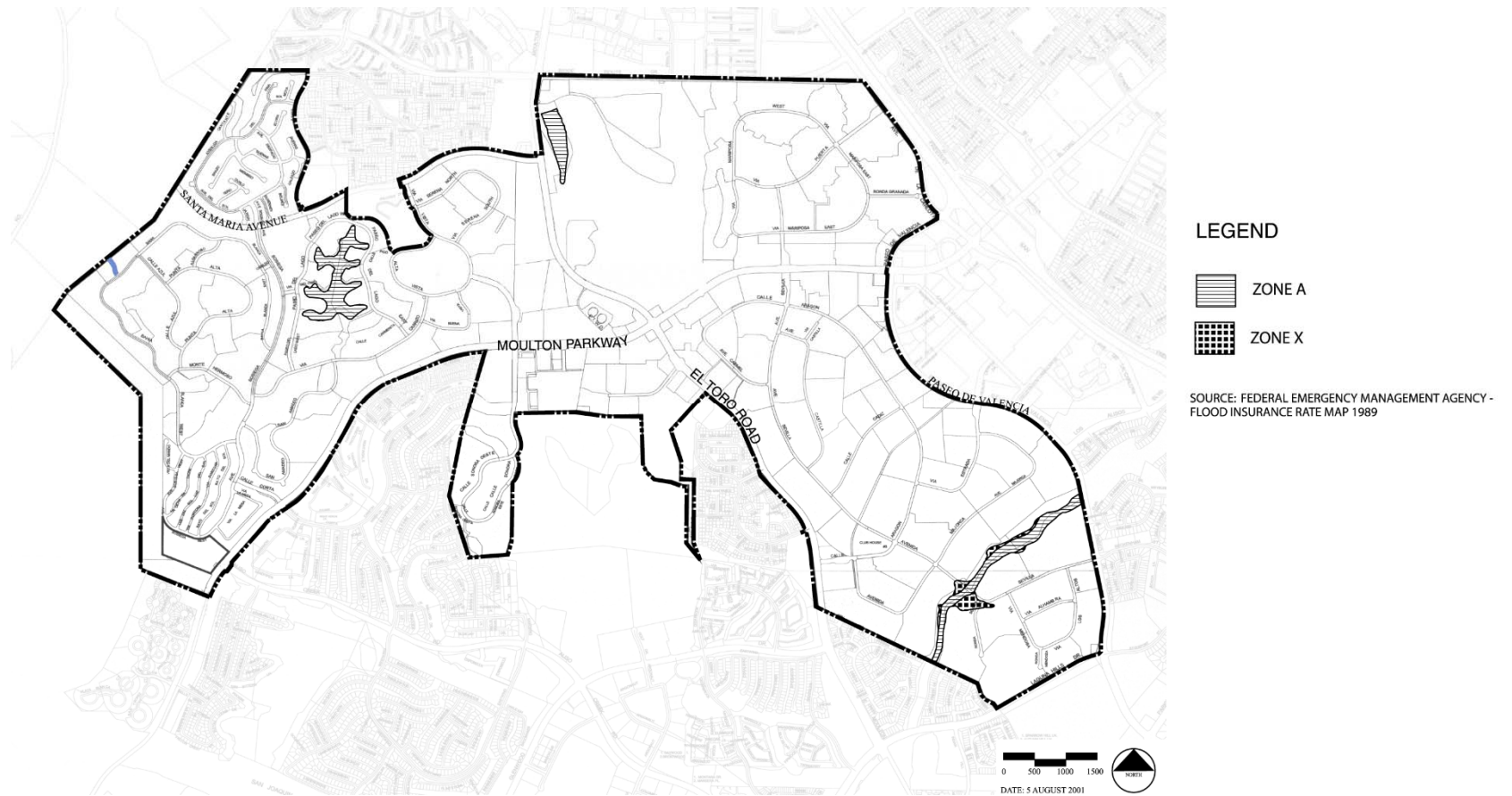
Consistent with requirements of state law, the *Flood Hazards Map, Exhibit F*, includes four flood hazard areas within the City of Laguna Woods as identified by the Federal Emergency Management Agency (FEMA).

Aliso Creek passes through the southeast portion of the city, through planning unit 7-A between Majorca Ave and Avenida Sevilla. Areas along the creek and shown on the map as Zone A are likely to be inundated by a 100-year flood, but base flood elevations have not been identified. An area along the creek near Avenida Sevilla and Ronda Sevilla falls within Zone X, which represents areas subject to 100-year floods with an average depth of less than one foot. Two residential units are partially located within Zone X.

Additional flood hazard areas include the Leisure World Executive Golf Course, the El Toro Water District recycled water storage basin east of Moulton Parkway at the intersection of Santa Maria Avenue, and a small area at the west boundary line between the Cities of Laguna Beach and Laguna Woods near Bahia Blanca West.

LAND USE ELEMENT

Exhibit F: Flood Hazards Map



LAND USE ELEMENT

C. Issues, Opportunities, and Constraints

A series of community workshops and meetings of the General Plan Coordinating Committee produced a broad range of comments about the present and the future of the City of Laguna Woods. This information has been restated within the context of the General Plan as Issues, Opportunities, and Constraints. General Plan alternatives for future development of the City evolved within this framework of Issues, Opportunities, and Constraints.

1. Issues

a. *Disposition of Former Marine Corps Air Station – El Toro*

No other issue represents a threat to the quality of life in the City of Laguna Woods as does potential development of a commercial airport at the former Marine Corps Air Station – El Toro. Residents express overwhelming opposition to the airport. Accordingly, the City of Laguna Woods will continue to work with the El Toro Reuse Planning Authority to achieve a non-aviation use of the facility.

b. *Personal Safety*

Residents expressed heightened concerns about personal safety, independence, and mobility. Some spoke of these in general terms while others related them as the need for more security in parking lots and the lack of accommodations for alternative modes of transportation such as golf carts. The role of building and site design in promoting safety, independence, and mobility needs to be recognized.

c. *Community Identity*

In general, residents expressed satisfaction with the services and facilities at Leisure World, the Renaissance at the Regency, Alterra Wynwood, and The Fountains. Some, however, suggested the need for greater variety in community amenities and housing opportunities as a means of attracting younger retirees to the City. None indicated an interest in changing the active retirement orientation of the community. Others see the City of Laguna Woods as more than four age-restricted facilities and believe an effort should be made to change the stereotyped image of the City.

LAND USE ELEMENT

d. Community Appearance

The overall appearance of the City of Laguna Woods continues to play an important role in attracting new residents. The lack of graffiti and the abundance of trees is a fundamental attraction of the City of Laguna Woods. The importance of the appearance of the community is expressed as disappointment with the appearance of newly-constructed retail centers on El Toro Road, the need for improved landscaping in El Toro Road and Moulton Parkway medians, and concern that buildings and grounds of commercial centers be properly maintained.

e. Availability of Goods and Services

Shopping, dining, and entertainment opportunities within the City are limited. With the exception of grocery shopping, residents travel to destinations outside the City of Laguna Woods for consumer goods and services. A broader range of goods and services in the City including additional restaurants, a movie theatre, and a nightclub is desired.

f. Future Land Development

Future land use decisions will be influenced by current preferences for more greenbelts, new buildings conforming with the character of existing buildings, and greater attention to building design. Sentiment that the City is already overbuilt and no additional land should be developed may run counter to a perception that additional affordable housing is needed. A desire for small scale, compact development was expressed.

The Regional Housing Needs Assessment adopted by the Southern California Association of Governments indicates a need for construction of an additional 113 dwelling units in the City of Laguna Woods over the next five years.

2. Opportunities

The City of Laguna Woods is nearly built-out. Of the total City of Laguna Woods land area of 2,104 acres, only 72 acres may be available for development. Of these, 70 were previously designated for Open Space use and 2 were designated for Commercial use. The Golden Rain Foundation owns all 72 acres.

LAND USE ELEMENT

Until 2001, the Golden Rain Foundation properties were subject to military aircraft overflight (avigation) easements. The easements restricted development of the properties and precluded residential uses. Marine Corps Air Station (MCAS) – El Toro closed in 1999 and the Foundation maintained that the easements were no longer in effect. The Golden Rain Foundation ultimately prevailed in legal action against the Department of Defense and the easements were extinguished, allowing consideration of alternative uses for the properties.

Some or all of the 113 new dwellings needed within the City pursuant to the Regional Housing Needs Assessment could be accommodated on some portion of the Golden Rain Foundation properties. Some potential sites may be developed for commercial uses, which could partially satisfy an identified need for additional retail goods and services, as well as provide additional sales tax revenue to the City.

Commercial buildings in the City of Laguna Woods generally appear to be in relatively good repair. A significant number built in the mid to late 1960's, however, may be ready for substantial repair or replacement within the next ten years. With responsibility for land use and building and safety code administration vested in the City, greater attention may be paid to the maintenance of commercial areas. Proactive measures can be implemented before aging structures detract from the appearance of commercial areas.

3. Constraints

Market forces will largely determine which vacant parcels are developed and when they are developed. The grade separation between undeveloped building pads opposite Gate 12 and the adjacent Town Centre property could be a detriment for some potential retail tenants. Limited size, access, and drainage issues on the 2.4-acre parcel on the south side of El Toro Road between Calle Sonora and Moulton Parkway may limit development potential. The 23-acre Golden Rain Foundation property includes riparian habitat whose preservation will limit development to less than the entire site.

D. Data Sources

Information pertaining to existing land uses and designations was obtained from sources including: field investigations, business license records, aerial maps, California Department of Finance Demographic Unit, U.S. Census

LAND USE ELEMENT

2000 data and maps, Orange County Assessor and Recorder's offices, records of the County of Orange Planning and Development Services Department, records of Professional Community Management (PCM) Inc., Federal Emergency Management Agency (FEMA) Flood Insurance Rate Maps, special studies commissioned by the City of Laguna Woods, files maintained by the City of Laguna Woods, and the City's interim General Plan and Zoning Ordinance.