



CITY OF LAGUNA WOODS GENERAL PLAN MOBILITY ELEMENT

AUGUST 2024



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INTRODUCTION

California Government Code Section 65300 requires each city to adopt a comprehensive, long-term general plan to guide physical development. The Laguna Woods General Plan reflects the City of Laguna Woods' intentions about land use and its relationship to conservation, housing, mobility, noise, open space, and safety. This element identifies priority mobility issues in Laguna Woods and sets forth goals and policies to achieve balance between the needs of the community and future development.

PURPOSE AND SCOPE

State law requires that general plans include a circulation element, as follows:

California Government Code Section 65302(b): [The general plan must include] a circulation element consisting of the general location and extent of existing and proposed major thoroughfares, transportation routes, terminals, any military airports and ports, and other local public utilities and facilities, all correlated with the land use element of the plan.

This Mobility Element has been designed to meet state law requirements for circulation elements. "Mobility" is purposefully used in this element's title to emphasize the City's commitment to maintaining a balanced, multimodal transportation network that meets the needs of all users of streets, roads, and highways for safe and convenient travel. California Government Code Section 65302(b)(2)(B) defines "users of streets, roads, and highways" as including bicyclists, children, persons with disabilities, motorists, movers of commercial goods, pedestrians, users of public transportation, and seniors.

This element addresses the following priority issues:

- Roadway design and performance
- Alternative transportation
- Regional mobility
- Transportation demand management
- Parking and queuing



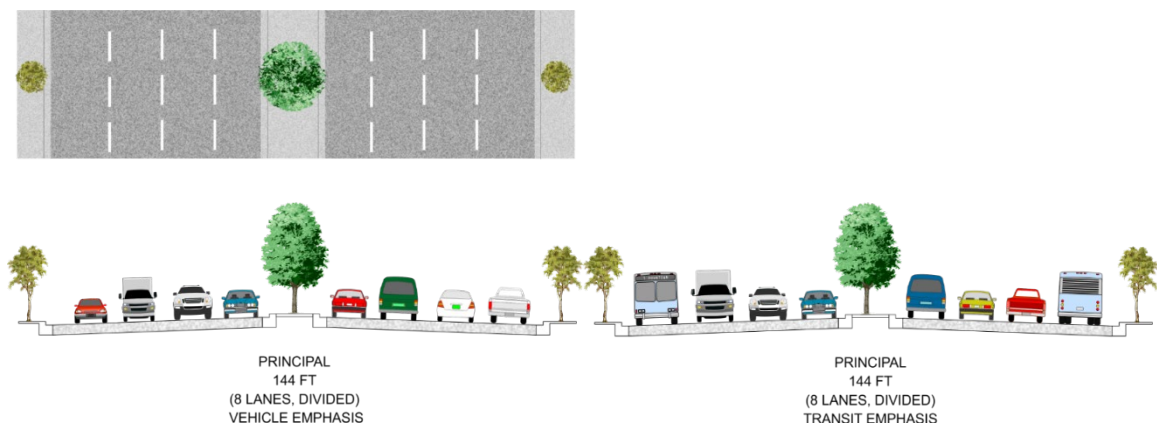
CIRCULATION PLAN

ROADWAY TYPES

The public road system in and surrounding Laguna Woods is comprised of five standard classes – principal arterial, major arterial, primary arterial, secondary arterial, and smart street arterial. The following standard class descriptions are adapted from the Orange County Transportation Authority’s Guidance for Administration of the Orange County Master Plan of Arterial Highways (2017).

- **Principal Arterial:** A principal arterial highway is an eight-lane divided (raised or painted) roadway, with a typical right of way width of 144 feet. Principal arterials may be designed with emphasis for automobile circulation, goods movement, and/or transit, and are designed to accommodate approximately 60,000 vehicle trips per day at Level of Service “C”. Principal arterials carry a large volume of regional through traffic not handled by the freeway system.

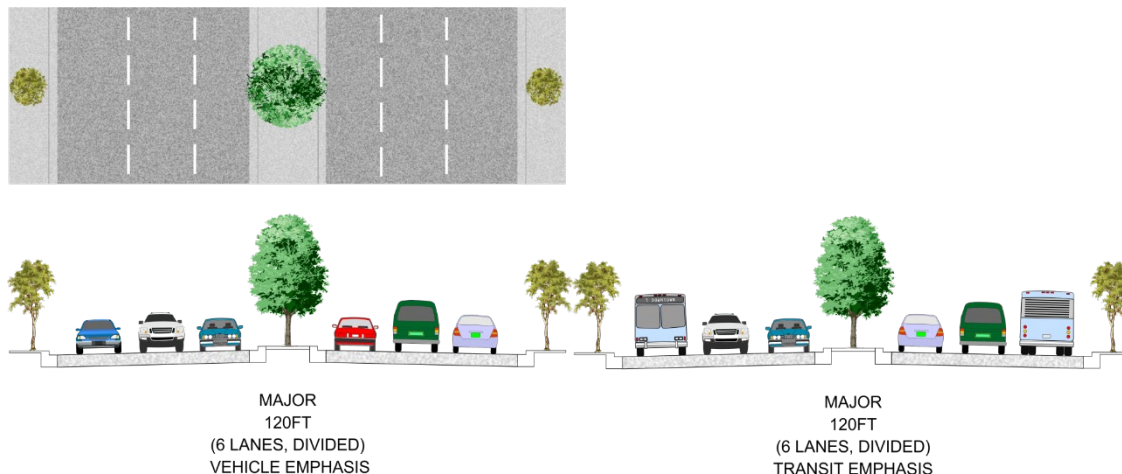
Figure M-1: Standard Principal Arterial Cross Sections



- **Major Arterial:** A major arterial highway is a six-lane divided (raised or painted) roadway, with a typical right of way width of 120 feet. Major arterials may be designed with emphasis for automobile circulation, goods movement, and/or transit, and are designed to accommodate approximately 45,000 vehicle trips per day at Level of Service “C”. Major arterials carry a large volume of regional through traffic not handled by the freeway system.

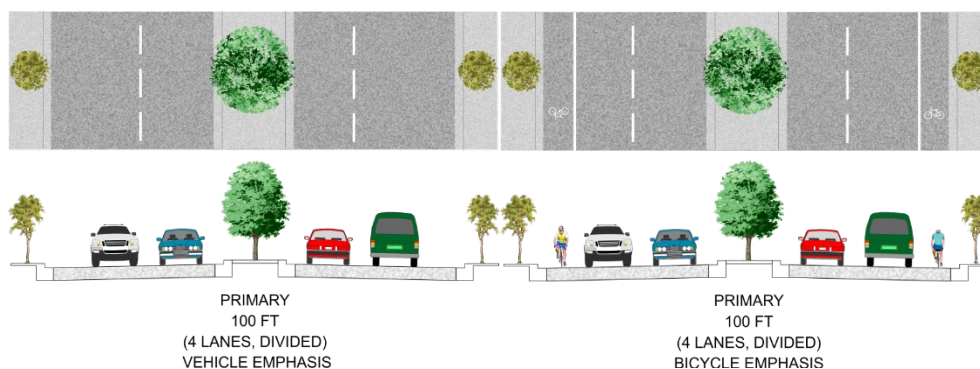


Figure M-2: Standard Major Arterial Cross Sections



- Primary Arterial:** A primary arterial highway is a four-lane divided (raised or painted median) roadway, with a typical right of way width of 100 feet. Primary arterials may be designed with emphasis for automobile circulation, goods movement, transit, and/or bicycles, and are designed to accommodate approximately 30,000 vehicle trips per day at Level of Service “C”. Primary arterials function similar to major arterials with the principal difference being capacity.

Figure M-3: Standard Primary Arterial Cross Sections

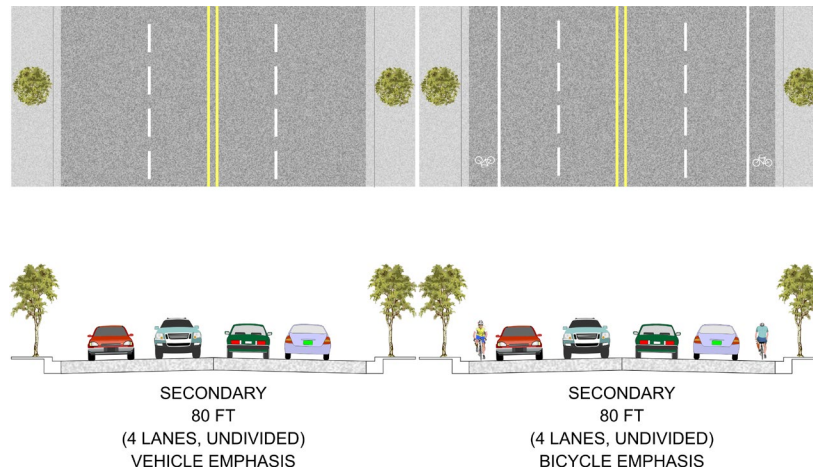


- Secondary Arterial:** A secondary arterial highway is a four-lane undivided (no median) roadway, with a typical right of way width of 80 feet. Secondary arterials may be designed with emphasis for automobile circulation and/or bicycles, and are designed to accommodate approximately 20,000 vehicle trips per day at Level of Service “C”.



Secondary arterials serve as collectors, distributing traffic between local streets and principal, major, and primary arterials. Although some secondary arterials serve as through routes, most provide more direct access to surrounding land uses.

Figure M-4: Standard Secondary Arterial Cross Sections



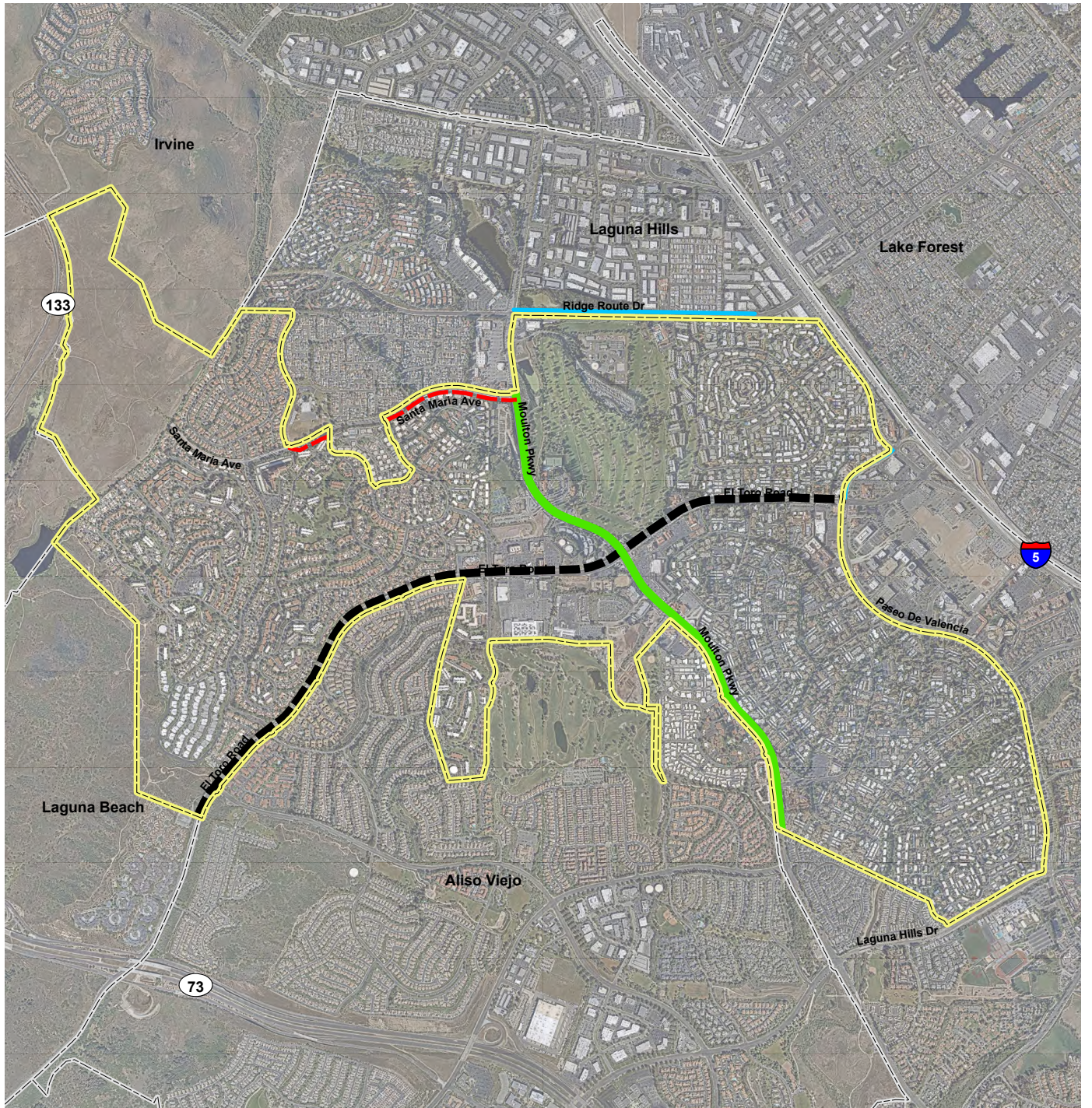
- **Smart Street Arterial:** A smart street arterial is a principal, major, or primary arterial with enhanced traffic carrying capacity. Augmentations in capacity are achieved by implementing a variety of measures to minimize conflicts with cross traffic and improve traffic flow.

The public road system is maintained consistent with the requirements of the Orange County Master Plan of Arterial Highways, in order for the City to remain eligible to receive Measure M2 (OC Go) funds. The public road system is also maintained consistent with the Orange County Congestion Management Program, as required by state law.






PUBLIC ROAD SYSTEM MAP

The public road system in Laguna Woods is comprised of El Toro Road, Moulton Parkway, Ridge Route Drive, and Santa Maria Avenue. All other local roads are privately owned and maintained.

Figure M-5 identifies roadway types by location, consistent with the Orange County Transportation Authority's Master Plan of Arterial Highways (2023).



Legend

- | | | |
|---|--|--|
|  Laguna Woods Boundary |  Principal Arterial |  Secondary Arterial |
|  Major Arterial |  Smartstreet Arterial | |
|  Primary Arterial |  Undesignated | |



0 1,250 2,500
Feet

Source: Nearmap 2023

CITY OF LAGUNA WOODS • GENERAL PLAN
Public Road System

Figure M-5



ROADWAY PERFORMANCE STANDARDS

Background

The City has historically used Intersection Capacity Utilization (ICU) analysis to quantify both existing traffic conditions and potential future traffic impacts associated with development projects under the California Environmental Quality Act (CEQA). ICU analysis grades intersections using a Level of Service (LOS) scale from “A” through “F” with LOS “A” representing free flow traffic conditions and LOS “F” representing severe traffic congestion.

Table M-1 summarizes the LOS scale, including the corresponding volume-to-capacity ratios (the existing number of vehicle trips through an intersection divided by the maximum number of vehicle trips that can be accommodated through the same intersection) and visual approximations thereof.

Table M-1: Level of Service Summary

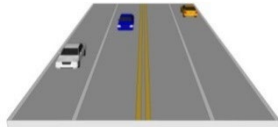




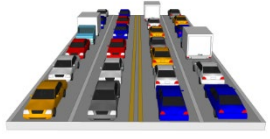
Level of Service	Volume-to-Capacity Ratio (ICU Rating)	Visual Approximation
A	0.00 – 0.60	
B	0.60 – 0.70	
C	0.70 – 0.80	



Table M-1: Level of Service Summary
 (continued from page M-6)

Level of Service	Volume-to-Capacity Ratio (ICU Rating)	Visual Approximation
D	0.80 – 0.90	
E	0.90 – 1.00	
F	> 1.00	

California Senate Bill 743 (2013) introduced a Vehicle Miles Traveled (VMT) standard that the City must use in evaluating potential future traffic impacts associated with development projects under CEQA. The VMT standard holds that congestion (i.e., LOS) no longer constitutes a significant environmental effect under CEQA. Instead, CEQA evaluations are required to consider the amount and distance of vehicle travel attributable to development projects. The State of California intends this shift in focus to promote the reduction of greenhouse gas emissions and achieve other environmental benefits.

Current Approach

As required by state law, the City uses VMT to evaluate potential future traffic impacts associated with proposed development projects under CEQA. LOS is no longer analyzed as part of, or considered in, CEQA evaluations.



Separate from CEQA evaluations, the City continues to use LOS to quantify existing and potential future traffic conditions associated with development projects, as well as the City's own operational standards. LOS is also used to prepare conditions of approval for discretionary development projects.

As has historically been the case, the City's policy is to seek to maintain LOS "D" or better at all intersections. By comparison, California Government Code Section 65089(b)(1)(B) only requires the City to maintain LOS "E" or better at intersections on El Toro Road and Moulton Parkway due to the inclusion of those roadways in the Orange County Congestion Management Program.

ACTIVE TRANSPORTATION

The term "active transportation" refers to walking, bicycling, and other modes of self-propelled and human-powered transportation. Key benefits of active transportation include, but are not limited to, the following:

1. Improved air quality and reduced greenhouse gas emissions as a result of a lessening of the number of vehicle miles travelled;
2. Enhanced ease of use of public transportation as a result of closures of gaps between transit stops and destinations (i.e., improved "first mile" and "last mile" connections); and
3. Conditioning, weight control, and other personal health benefits.

Active transportation also provides a mobility alternative for individuals who no longer desire to, or are no longer able to, drive vehicles.

Pedestrian Mobility

The City has invested heavily in a robust system of interconnected sidewalks that allow for pedestrian movement throughout Laguna Woods.

A hiking trail is also provided within Woods End Wilderness Preserve (a City-owned public park that is leased to the County of Orange for inclusion in the Laguna Coast Wilderness Park). The Woods End Trail allows for connections to other hiking trails within the Laguna Coast Wilderness Park.



Bicycle Mobility

The public bikeway system in and surrounding Laguna Woods is comprised of three standard classes – class I, class II, and class III – as described herein.

- **Class I:** A class I bikeway is a dedicated multi-use pathway that provides a paved surface physically separated from the public roadway.

Figure M-6: Standard Class I Bikeway Cross Section



- **Class II:** A class II bikeway provides a striped lane for one-way travel on a public roadway, typically located adjacent to a curb or parking lane.

Figure M-7: Standard Class II Bikeway Cross Section



- **Class III:** A class III bikeway provides for shared use with vehicle traffic and is identified by signage and/or Shared Lane Markings (SLMs). SLMs, or “sharrows,” are road markings used to indicate a shared lane environment for bicycles and automobiles.



Figure M-8: Standard Class III Bikeway Cross Section



GOLF CART TRANSPORTATION

As defined by California Vehicle Code Section 345, a golf cart is “a motor vehicle having not less than three wheels in contact with the ground, having an unladen weight less than 1,300 pounds, which is designed to be and is operated at not more than 15 miles per hour and designed to carry golf equipment and not more than two persons, including the driver.”

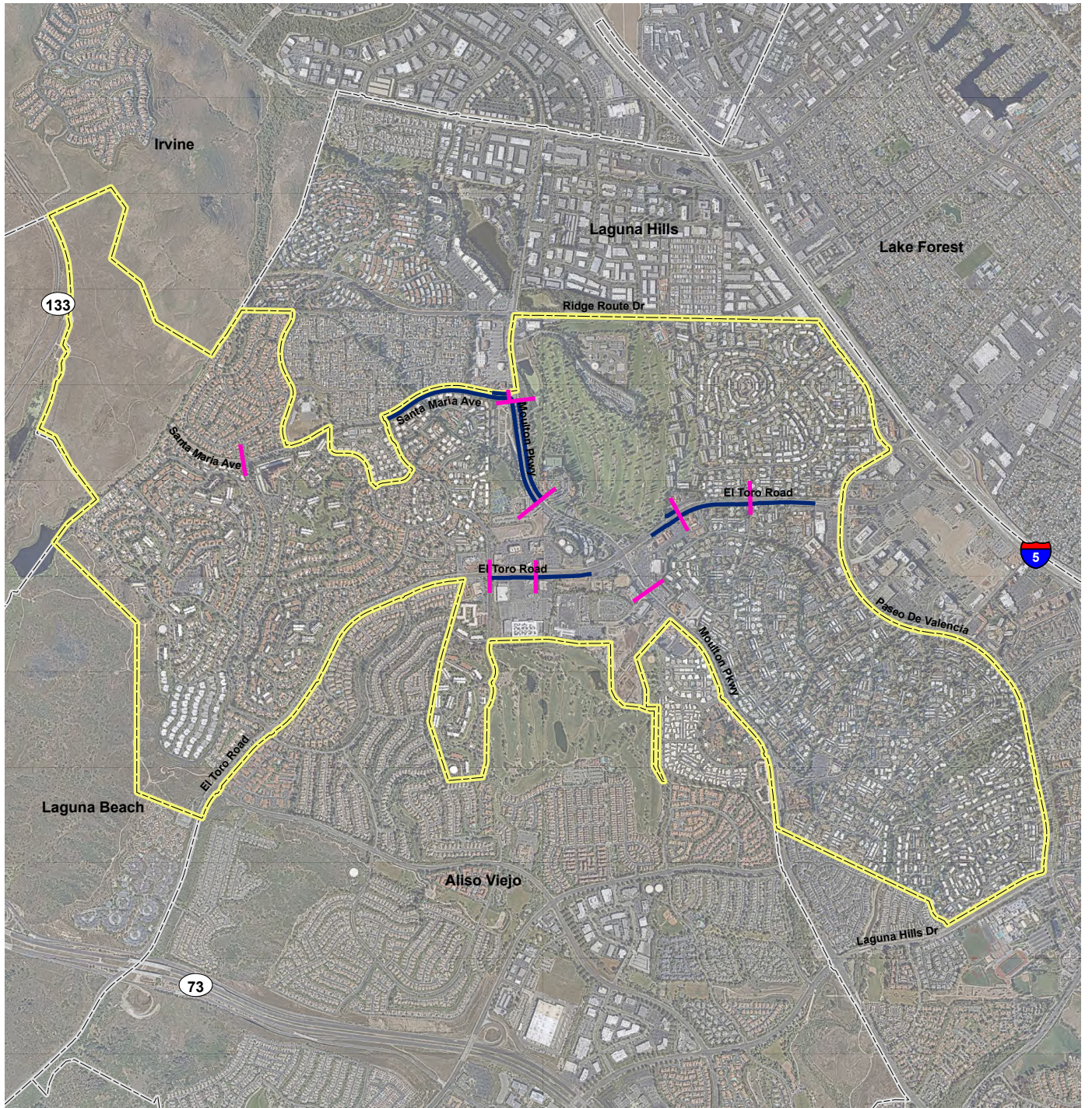
The City has constructed a network of paths and crossings to help facilitate the use of golf carts throughout Laguna Woods. Golf cart paths and crossings are co-located with sidewalks and/or bicycle lanes and are included within references to “multi-modal trails.” When possible, golf cart paths and crossings are coordinated with private roads, driveways, and golf courses in order to expand the area covered and extent of potential travel.

Golf cart transportation provides a mobility alternative for individuals who no longer desire to, or are no longer able to, drive conventional vehicles.




Figure M-9 identifies the location of golf cart paths and crossings.

EQUESTRIAN TRANSPORTATION

While privately owned and maintained, equestrian trails exist within the private residential community of Laguna Woods Village for which the City has granted easements allowing movement through large public storm drain facilities.



Legend

- | | | | |
|---|-----------------------|---|--------------------|
|  | Laguna Woods Boundary |  | Golf Cart Path |
| | |  | Golf Cart Crossing |



0 1,250 2,500
Feet

Source: Nearmap 2023

CITY OF LAGUNA WOODS • GENERAL PLAN
Public Golf Cart System

Figure M-9



PUBLIC TRANSIT

Public transportation stations, or “transit stops,” in Laguna Woods serve a dual purpose of allowing pick-up and drop-offs for public transportation provided by the Orange County Transportation Authority, as well as private shuttle bus transportation provided by residential communities.

GOALS AND POLICY OBJECTIVES

This element is organized to be consistent with the other elements of the Laguna Woods General Plan. Goals and policy objectives provide declarative statements that set forth the City's approach to each of the priority issues.

Goals: General statements of desired outcomes.

Policy Objectives: Specific commitments to support decisions and actions consistent with a stated goal. Policy objectives provide guidance to the City Council, City advisory committees, and City staff when reviewing development applications and making other decisions that affect growth, conservation, and development.

Priority Issue 1. ROADWAY DESIGN AND PERFORMANCE.

Goal M-1. Provide a public road system that balances local mobility needs with statewide and regional transportation planning requirements.

Policy Objective M-1.1. Maintain the public road system in a manner that allows for the safe and efficient movement of vehicles within and through Laguna Woods, including Level of Service “D” or better at all intersections.

Policy Objective M-1.2. Establish and apply thresholds for the purpose of California Environmental Quality Act evaluations related to vehicle miles travelled requirements.

Policy Objective M-1.3. Maintain the public road system consistent with the requirements of the Orange County Congestion Management Program.

Policy Objective M-1.4. Maintain the public road system consistent with the



requirements of the Orange County Master Plan of Arterial Highways.

Policy Objective M-1.5. Pursue amendments to the Orange County Master Plan of Arterial Highways to reflect changes in traffic conditions.

Policy Objective M-1.6. Establish and apply standards for development projects to provide for public roadway and traffic control improvements necessary to minimize associated traffic impacts.

Goal M-2. Ensure that public roadways enable safe use and support mobility for all users regardless of age, ability, income, race, ethnicity, other personal characteristic, or mode of transportation.

Policy Objective M-2.1. Manage and operate public roadways using advanced information- and communications-based technologies as part of intelligent transportation systems (ITS).

Policy Objective M-2.2. Install signage on public roadways that provides guidance, regulatory, warning, and wayfinding information.

Policy Objective M-2.3. Maintain sidewalks and other pedestrian facilities on public roadways in a manner that promotes accessibility.

Policy Objective M-2.4. Encourage reciprocal access between properties and joint use of parking facilities as alternatives to constructing driveway curb cuts along public roadways.

Policy Objective M-2.5. Consider opportunities to apply complete streets policies to the design and improvement of public roadways. If feasible and economical, implement such policies.

Policy Objective M-2.6. Consider opportunities to support the deployment of connected and automated vehicles within the public right-of-way. If feasible and economical, implement supportive actions.

Note: Program H-3.1.1 in the Laguna Woods General Plan's Housing Element could have a direct impact on roadway design and performance. Program H-3.1.1 calls for pedestrian accessibility improvements on sidewalks, curb



ramps, crosswalks, and other public property connecting housing with transit stops, public buildings, businesses, and educational institutions. Improvements are to be prioritized based on factors including certain environmental health and educational proficiency indicators.

Priority Issue 2. ALTERNATIVE TRANSPORTATION.

Goal M-3. Support active transportation.

Policy Objective M-3.1. Maintain in good condition and, as feasible and economical, expand and improve bikeways, hiking trails, sidewalks, and other facilities for self-propelled and human-powered transportation use.

Policy Objective M-3.2. Establish and apply standards for development projects to provide, and integrate with, active transportation facilities.

Goal M-4. Provide an active transportation system that integrates with transit services and vehicle circulation.

Policy Objective M-4.1. Place bicycle parking at hiking trail heads, public transit stops, and other locations within the public road system or otherwise on public property where transportation mode changes occur.

Policy Objective M-4.2. Establish and apply standards for development projects to provide, and integrate with, active transportation connections to key destinations and public transit stops.

Goal M-5. Support golf cart use.

Policy Objective M-5.1. Provide opportunities for the use of golf carts as an alternative to conventional vehicles.

Policy Objective M-5.2. Establish and apply standards for development projects to provide, and integrate with, golf cart paths and crossings.

Note: Program H-3.1.1 in the Laguna Woods General Plan's Housing Element could have a direct impact on pedestrian facilities. Program H-3.1.1 calls for pedestrian accessibility improvements on sidewalks, curb ramps, crosswalks,



and other public property connecting housing with transit stops, public buildings, businesses, and educational institutions. Improvements are to be prioritized based on factors including certain environmental health and educational proficiency indicators.

Priority Issue 3. REGIONAL MOBILITY.

Goal M-6. Promote a regionally connected transportation system.

Policy Objective M-6.1. Collaborate with other government agencies and private entities on transit services and transportation projects to maximize regional mobility, including regional multi-modal connectivity.

Policy Objective M-6.2. Collaborate with other government agencies to coordinate and synchronize traffic signals across jurisdictional boundaries.

Policy Objective M-6.3. Advocate for the Orange County Transportation Authority to provide robust and accessible public transit services.

Policy Objective M-6.4. Establish and apply standards for development projects to provide, and integrate with, public transit stops.

Policy Objective M-6.5. Advocate for local interests in the consideration of public transit changes, transportation policies, and transportation projects within the jurisdiction of other government agencies that could adversely affect mobility within and through Laguna Woods.

Priority Issue 4. TRANSPORTATION DEMAND MANAGEMENT.

Goal M-7. Reduce single-occupant vehicle use and traffic congestion.

Policy Objective M-7.1. Establish and apply standards for development projects to encourage employees, patrons, and other individuals to use active transportation, golf carts, and public transit services, as well as other transportation demand management strategies including, but not limited to, carpooling, ridesharing, shuttles, and off-peak driving.

Policy Objective M-7.2. Establish and apply thresholds for the purpose of



California Environmental Quality Act evaluations related to transportation demand management mitigation requirements.

Priority Issue 5. PARKING AND QUEUING.

Goal M-8. Ensure that an adequate supply of parking is available.

Policy Objective M-8.1. Establish and apply standards for development projects to provide adequate parking facilities for the proposed land uses based on location and expected trip generation.

Policy Objective M-8.2. Establish and apply standards for development projects with drive-thru facilities, pick-up/drop-off lanes, and similar vehicle queuing elements to provide adequate vehicle queuing areas for the proposed land uses based on location and expected trip generation.