### TOWN OF LOS ALTOS HILLS Staff Report to the Planning Commission

August 7, 2014

SUBJECT: LOS ALTOS HILLS GENERAL PLAN CIRCULATION & SCENIC ROADWAYS UPDATE: FILE # 79-12-MISC

FROM: Nicole Horvitz, Assistant Planner

APPROVED BY: Suzanne Avila, AICP, Interim Planning Director 🧩

RECOMMENDATION: That the Planning Commission:

- 1. Review, make comments, and forward a recommendation that, based on the Initial Study in Attachment 1, the City Council adopt the Negative Declaration in Attachment 2; and
- Forward a recommendation that the City Council approve the requested General Plan Circulation & Scenic Roadways update, based on the Initial Study and Negative Declaration.

### DISCRETIONARY ACTIONS

The following discretionary actions by the City Council are required for approval of the project:

- 1. Adoption of the Negative Declaration; and
- 2. Approval of the General Plan Circulation & Scenic Roadways update.

The Planning Commission's actions are recommendations to the City Council.

### BACKGROUND

Pursuant to the California Complete Streets Act of 2008, the proposed project is an update to the Circulation & Scenic Roadways Element of the Los Altos Hills General Plan. The California Complete Streets Act (Assembly Bill 1358) requires cities and counties integrate multi-use transportation goals and polices into the Circulation Elements of their General Plans goals and policies are intended to make the streets safe and convenient for all users including bicyclists, pedestrians, equestrians, and vehicles.

On July 31, 2012 the City Council authorized the City Manager to execute a professional services agreement with Metropolitan Planning Group (M-Group) for consultant services for the Town's General Plan Circulation and Scenic Roadways Element Update project.

Staff Report to the Planning Commission General Plan Circulation and Scenic Roadways Element update August 7, 2014 Page 2 of 3

### DISCUSSION

The Town commenced with an update of the General Plan Circulation and Scenic Roadways Element. The purpose of the update is to bring the Circulation Element into compliance with State mandates and to evaluate issues that may not be fully addressed in the current element.

The Complete Streets Act was adopted by the State to fulfill the commitment to reduce greenhouse gas emissions, make the most efficient use of urban land and transportation infrastructure, and improve public health by encouraging physical activity. Complete streets are streets that users will find safe, comfortable and convenient to use whether walking, biking or driving, regardless of age or physical ability. Achieving complete streets takes a gradual and incremental process. Many complete street solutions use less pavement which results in less impact on water quality and the environment than auto oriented streets.

The intent of complete streets is to insure the safety of all users of the transportation system, including pedestrian, bicyclists, transit users, children, older individuals, and individuals with disabilities as they travel on and across federally funded streets. In California's Department of Transportation Complete Streets Implementation Action Plan 2010 and the Complete Streets legislation specifically states that the complete streets concept be implemented in a manner that is appropriate to the function and context of the facility and that is suitable to the rural, suburban or urban context.

Goal 3 in the draft document outlines the complete streets concept and recognizes that Los Altos Hills has a very low density, rural residential setting, so the implementation of complete streets will differ from other, more urban communities. Some of the factors unique to Los Altos Hills with regards to complete streets include:

- Relatively narrow roadway widths, which can limit implementation of complete street elements such as separated bike lanes and sidewalks.
- The extensive pathways system, serving pedestrians and equestrians.

In addition to incorporating complete streets, other items addressed or modified in the draft document include:

- The I-280/Page Mill Road interchange
- The multi-use path along Fremont Road, from Conception to Arastradero Road
- Bikeways section-focusing on regional bikeways
- An update of the Town maps

### Committee and Local Agency Comments

The draft document was provided to the Pathways, Environmental Incentives, Environmental Design and Protection, Traffic Safety, and the Open Space committees. Comments on the draft Circulation and Scenic Roadways Element update were received from the Pathways Committee, Traffic Safety Committee and Environmental Incentives Committee. The document was also forwarded to the Santa Clara County Fire Department and the Town's Emergency Preparedness

Staff Report to the Planning Commission General Plan Circulation and Scenic Roadways Element update August 7, 2014 Page 3 of 3

Coordinator for review and comments, incorporated into the document. The committee's comments are included in Attachments 6 and 7.

#### Public Comments

On June 13, 2013 the Town held a community meeting for the residents where it was explained why the Town is updating the element and what complete streets are. Seventeen (17) residents attended the meeting and commented on the document and voiced their concerns ranging from the location of major bikeways, pathways, sharrows, signage, etc... (Attachment 9).

#### Conclusion

In order to be eligible for the next One Bay Area Grant (OBAG) cycle of funding and funding from the Santa Clara Valley Transportation Authority (VTA), jurisdictions must be in compliance with the Complete Streets Act of 2008 in the General Plan by October 31, 2014.

Staff is requesting that the Commission review the draft update, provide feedback, consider any revisions and forward a recommendation to the City Council to review and adopt the document.

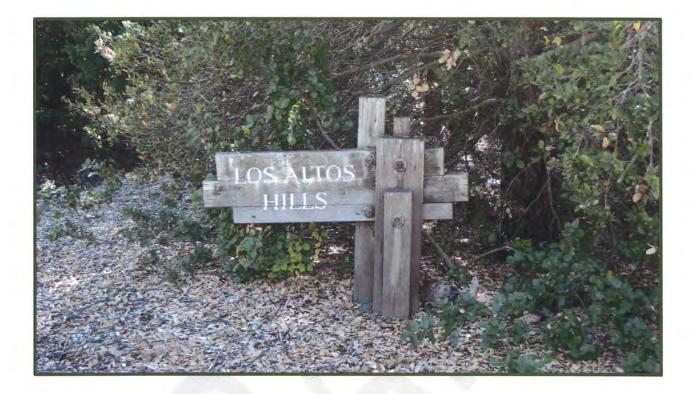
### CEQA STATUS

In conformance with CEQA requirements, staff has prepared an Initial Study and Negative Declaration. A Notice of Intent to adopt a Negative Declaration was published in the Town Crier on July 30, 2014. The notice was also submitted to the Santa Clara County Clerk's Office for a 30 day public review period which began on July 30, 2014 and ends on August 30, 2014.

### ATTACHMENTS

- 1. Draft Circulation and Scenic Roadways Element
- 2. Initial Study
- 3. Negative Declaration
- 4. Complete Streets Act (Assembly Bill Number 1358)
- 5. Santa Clara Valley Bikeways Map
- 6. Pathways Committee comments
- 7. Environmental Initiatives Committee comments
- 8. June 13, 2013 Community meeting notes
- 9. Public comments

### **ATTACHMENT 1**



# Town of Los Altos Hills DRAFT CIRCULATION & SCENIC ROADWAYS ELEMENT 2014





## TABLE OF CONTENTS

Introduction	C-1	
Circulation in Los Altos Hills	C-3	
Roadway Classifications	C-5	
Complete Streets, Roadways and Pathways	C-10	
Private Roadways	C-12	
Driveways	C-13	
Bikeways	C-14	
Pedestrian Facilities	C-18	
Traffic Safety	C-19	
Scenic Roadway Design	C-21	
Emergency Vehicle Access	C-23	
Drainage and Utilities	C-26	
Public Transportation and Ridesharing	C-27	
Regional Coordination	C-29	

## **TABLE OF FIGURES**

Figure C-1 Non-Residential Destination	C-4
Figure C-2 Roadway Classifications	C-7
Figure C-3 Bikeways	C-17
Figure C-4 Emergency Road Connections	C-25

### INTRODUCTION

#### Purpose

- 101. The purpose of the Circulation and Scenic Roadways Element is to provide the policy framework for regulation and development of the circulation system in Los Altos Hills. This Element balances the need to provide safe ways to move people from one place to another with the goal of preserving the character of the community.
- 102. The roadways of Los Altos Hills were initially intended only to filter automobiles down out of the hills and into the valley where people work and shop. The construction of I-280 through Town in the 1960s resulted in added pressure on these local roads, and commercial and industrial development in Palo Alto and on Stanford lands has added pressure for through traffic as well. Because the roadway system and land in the Town is substantially built out, such traffic increases are likely to impact the Town's existing residents.

#### State Requirements

- 103. California Government Code Section 65300 requires every city and county to draw up and adopt "a comprehensive, long-term general plan for the physical development" of the community. The Town's Circulation Element is one of seven mandatory General Plan Elements. California Government Code Section 65302 (b) specifies that all General Plans shall include a circulation plan intended to designate the "location and extent of existing and proposed major thoroughfares, transportation routes, terminals, and other local public utilities and facilities."
- 104. The California Complete Streets Act of 2008 (Assembly Bill 1358, Leno) mandates the inclusion of complete streets goals, policies, and programs into the Circulation Element of each local jurisdiction. The term "complete streets" refers to roadways designed and operated to enable safe, attractive, and comfortable access and travel for all users, in a manner suitable to the Town's semi-rural character.

### **Existing Conditions**

- 105. Los Altos Hills, a semi-rural, very low-density residential community, takes pride in its narrow, winding roadways which maintain and enhance the scenic qualities and rural ambiance of the Town while providing access to and from residential neighborhoods. The broad rights-of-way allow residents to walk, ride or run along the roads or along road-side paths, which often are connected to off-road paths between neighborhoods.
- 106. Los Altos Hills is predominantly residential, with virtually no commercial development. It is almost fully developed, with few areas available for new homes or subdivisions. The Town contains several public and private schools, including Foothill College located just west of Interstate Highway 280 (I-280) at Moody Road, and churches along with typical support services such as Town Hall, and fire facilities. Figure C-1 depicts some of the few non-residential destinations within and adjacent to Los Altos Hills.

- 107. The Town is generally dependent on other parts of the San Francisco Bay Region for a variety of commercial, cultural and recreational facilities. Employment opportunities are similarly scattered throughout the region within the commute distance of the working residents of the community. The primary mode of transportation between Los Altos Hills and other parts of the Peninsula and Bay Area is the automobile. Feeder systems to the Bay Area's overall mass transit network provide only limited service to Los Altos Hills.
- 108. Town roads are typically narrow and winding, reflecting the many constraints imposed by moderately steep terrain, significant natural vegetation, and several creeks and their tributary drainage channels. I-280 carries the highest levels of traffic in the community and is primarily an inter-city freeway that is also used for intra-community trips. Traffic flows well on this facility during most periods, with some congestion experienced during morning and evening commute hours. The bulk of the Town's traffic is generated at the local residential road level (half of which is privately owned and maintained) and then flows to the arterials that connect to the freeway and the adjacent expressways. Expressways that serve the community are the Page Mill and Foothill Expressways. Most of the transportation facilities within the Town operate at relatively good service levels, except for some congestion experienced during the morning and evening commute periods along Page Mill Expressway, Arastradero Road, El Monte Road and I-280. The Town engages in ongoing collaboration with both Caltrans and neighboring jurisdictions to address traffic problems and work toward ways to relieve congestion and to facilitate safe bicycle, pedestrian, and equestrian use in the area. In 2014, the Town began discussions with Caltrans and the County of Santa Clara regarding future improvements to the existing I-280/Page Mill Road/Arastradero Road Interchange. In addition, the Town is actively reviewing the Santa Clara County Expressway Plan 2040 to ensure that future improvements to Page Mill/Oregon Expressway and Foothill Expressway are compatible with the rural character of the community.



Directional sign at Moody Road and Elena Road

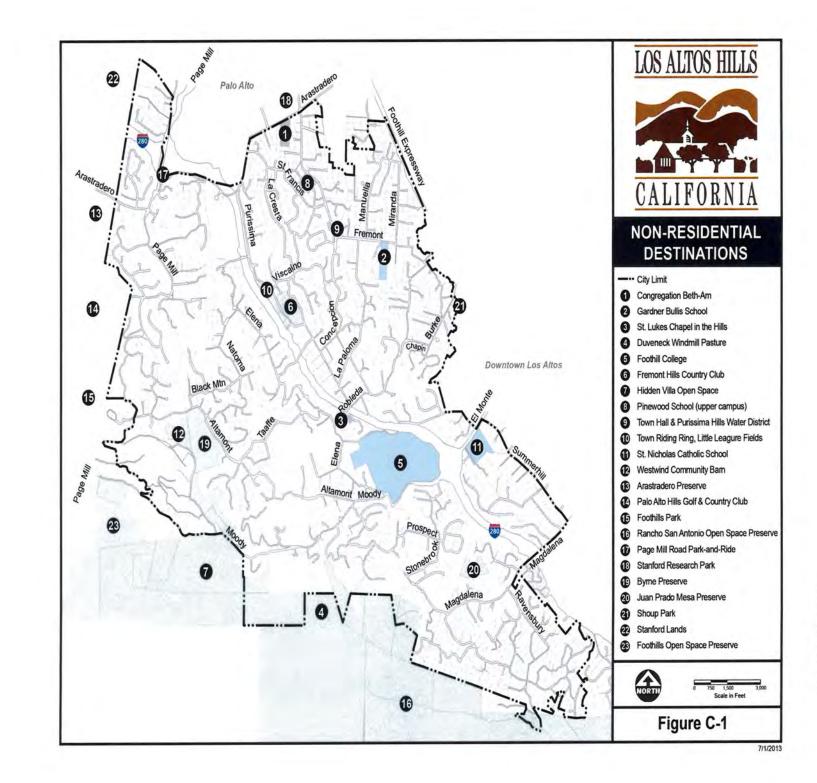
Draft Circulation & Scenic Roadways Element Los Altos Hills General Plan Page C- 2

### CIRCULATION IN LOS ALTOS HILLS

### GOAL 1

The Town's goal is to maintain its quiet residential roads:

- In good condition;
- In a visually pleasing manner;
- In a safe condition;
- To meet the needs of all users;
- To discourage through-traffic; and
- To accept private roads into the public road system only when they have met Town standards.
- Policy 1.1 The circulation system should be compatible with the semi-rural nature of the community, a system that makes the community relatively impermeable to vehicular through traffic and open and safe to those on foot, bicycle and horseback.
- Policy 1.2 The Town should develop and maintain corridors for travel for motorists, pedestrians and equestrians through Town in which the user can enjoy and view the natural environment and open spaces that provide a buffer from adjacent land uses. These corridors should include pathways proposed or existing in the Pathways Element.
- Program 1.1 The Town should maintain roadway classifications appropriate to the semi-rural and winding nature of Town roads. These classifications should be developed with an understanding of the origin, destination and mode of transportation of the user, reflecting the residential character of streets in Los Altos Hills.
- Program 1.2 The Town should work with surrounding communities and agencies to improve access to the regional transportation system with minimal impacts on the Town's local roadways.
- Program 1.3 The Town should develop a concept of "complete streets" that is compatible to its semirural residential character.
- Program 1.4 The Town should consider alternative designs for the proposed improvements to the Interstate 280/Page Mill Road/Arastradero Road Interchange including a non-signalized option.



Draft Circulation & Scenic Roadways Element Los Altos Hills General Plan Page C- 4 Draft August 2014

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### ROADWAY CLASSIFICATIONS

- 109. Four basic types (classifications) of roadways are defined within the Town: Local (Residential) Roads, Neighborhood Connector Roads, Collector Roads, and Arterial or "Main" Roads. In addition, there are emergency roads that provide secondary emergency access to and from residential areas. The following text discusses these roadway types. Roadway classifications are shown on Figure C-2. While most roadways are small and semi-rural, the Town will continue to require wide rights-of-way in order to avoid large cuts and fill, maintain vegetation and accommodate paths, drainage, and utilities.
- 110. **Local Roads.** Local Roads serve as access to a limited number of residential uses. These roads include the many cul-de-sacs throughout the Town. Local roads would be expected to carry volumes on the order of less than 1,000 ADT (average daily trips).
- 111. Neighborhood Connector Roads. Akin to collector roads, Neighborhood Connector Roads connect adjacent land uses and generally connect one neighborhood area with another, and in some cases connect to arterials. Neighborhood Connector Roads would be expected to carry volumes on the order of 1,000 ADT to 5,000 ADT.

Taaffe Road is an example of a Neighborhood Connector Road. It connects the Taaffe Road/Altamont Road neighborhood with the Taaffe Road/Elena Road neighborhood. Other examples include Natoma Road, Altamont Road, Prospect Avenue and Stonebrook Drive. Some of these roads, such as the north end of Elena and the south end of Robleda, take on added significance, however, where they cross under I-280 to connect the two sides of Town.

112. **Collector Roads.** The function of collector roadways is to collect traffic from local and neighborhood connector roads serving neighborhoods to roadways of higher classifications. Within the Town, collector roads are intended to connect adjacent land uses to the limited arterial roadway system. Collector Roads are also designed with limited driveway access to provide principal connections from residential areas to arterials or expressways.

These roadways would be expected to carry volumes on the order of 5,000 ADT to 10,000 ADT. The main collector roads in the Town are:

- Arastradero Road
- Page Mill Road-Moody Road
- Fremont Road
- 113. Arterials. This classification is defined as a trafficway for inter-community and local traffic, providing connections to freeways and expressways. Current design guidelines for arterials stipulate that access to abutting properties be limited to the greatest extent feasible, with signals at major intersections, stop signs on side streets and parking generally prohibited. Volumes on these

roadways would be expected in the 10,000 ADT to 15,000 ADT range for two-lane roads and 15,000 ADT to 35,000 ADT for four-lane roads.

Very few true arterials exist in Los Altos Hills, as most of the Town's roadways provide access to abutting residential land uses. The following roadways are included in the Arterial designation:

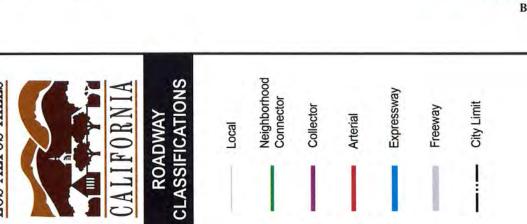
- El Monte Road
- Magdalena Avenue (east of I-280)
- 114. Freeways & Expressways. Regional transportation facilities that provide inter-community access to Los Altos Hills include the I-280 freeway and the Page Mill & Foothill Expressways. The latter two are generally located along the periphery of the Town and are primarily external to the Town's roadway system.
- 115. Emergency Roads. Emergency roads connect local roads to provide secondary emergency access to residential areas. These roadways are typically closed to through traffic and are designed to be used by vehicular traffic only in the case of an emergency. These roadways may also serve as offroad path connections for non-motorized travel (bikes, pedestrians, equestrians, etc.) where appropriate easements are provided. Figure C-4 in Section Emergency Vehicle Access shows the location of the Town's existing network of emergency roads.

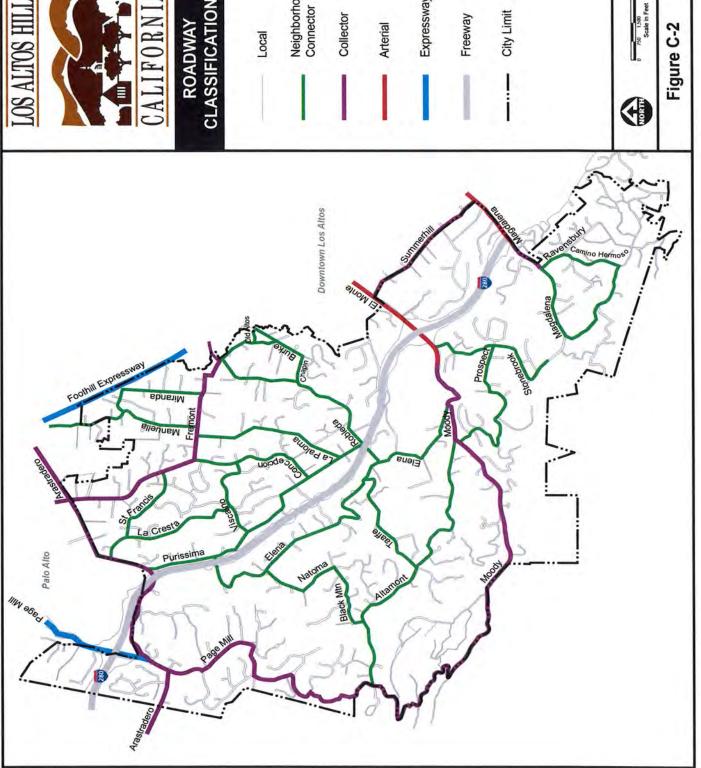
Classification	Length (miles)
Local	69.8
Neighborhood Collector	21.4
Collector	10.3
Arterial	1.4
Expressway	1.2
Total	104.1

Source: M-Group (2013) and Santa Clara Valley Transportation Authority GIS Data (2009)



Draft Circulation & Scenic Roadways Element Los Altos Hills General Plan Page C- 6





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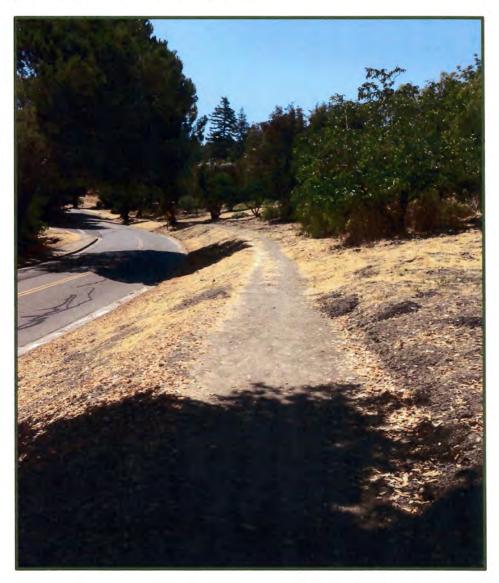
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### GOAL 2

# Los Altos Hills enjoys its quiet semi-rural roadways and wishes to preserve its current character.

- Policy 2.1 Provide adequate space in public right-of-ways to accommodate semi-rural roadways, pathways, utilities, drainage, and vegetative buffers. Through traffic should remain on non-residential thoroughfares(i.efreeways, expressways, Policy 2.2 and arterials) to the maximum extent possible. Policy 2.3 Collectors, neighborhood connectors and local roads shall not be designed or improved to an extent that would encourage through traffic. Policy 2.4 Cul-de-sacs and loop-type roads shall be encouraged as a means of reducing traffic. Policy 2.5 Levels of service (LOS) for all roadways in Los Altos Hills shall be consistent with the Town Goal and no less than LOS B, except for LOS C at arterials and expressways. The intensity of existing or proposed land uses shall not provide justification for widening Policy 2.5 roadway pavement widths. New or expanding development that will impact a road, whether private or public, should Policy 2.6 be required to improve the roadway surface and width to provide for adequate emergency access, and shall repair damage caused by construction. Policy 2.7 The Town shall pursue cost-effective maintenance of the roadway network, Roadways shall be maintained in a priority order based on traffic levels and cost effectiveness while preventing long-term deterioration. Policy 2.8 Roadway maintenance should not interfere with pathways or drainage.
- Program 2.1 Translate levels of service and roadway classifications into CEQA thresholds for use in environmental review.
- Program 2.2 Develop right of way standards to generally accommodate roadway pavement, drainage, vegetative screening, utilities, slopes, and pathways, and to avoid excessive cuts or fills. A general guide for width would be 60 feet, although this will vary depending on conditions. Additional easements for slope or line of sight may be required.

- Program 2.1 Identify existing and desirable emergency access connections.
- Program 2.2 Continue to maintain a roadway maintenance program and schedule, based on an ongoing Pavement Management Program (e.g., the Metropolitan Transportation Commission's Pavement Management Program), and implement said program through the Town's annual Capital Improvement Program budget.



Pathway along Concepcion Road

### COMPLETE STREETS, ROADWAYS AND PATHWAYS

- 116. The term "complete streets" refers to roadways designed and operated to enable safe, attractive, and comfortable access and travel for motorists, users of public transportation, bicyclists, equestrians and pedestrians, including children, the elderly and the disabled.
- 117. The complete streets concept recognizes that transportation corridors should account for multiple users with different abilities. In Los Altos Hills, accommodating the full range of users involves not only streets and roadways, but also the extensive system of pathways.
- 118. Los Altos Hills has a very low density, rural residential setting, so the implementation of complete streets will differ from other, more urban communities. Some of the factors unique to Los Altos Hills with regards to complete streets include:
  - Relatively narrow paved roadway widths, which can limit implementation of complete street elements such as separated bike lanes and sidewalks.
  - The extensive pathways system, serving pedestrians, bicyclists and equestrians.



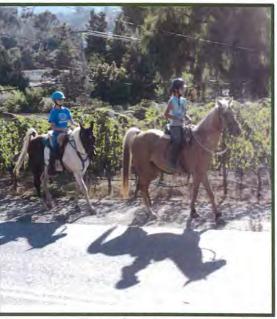
Pathway adjacent to Town Hall

Draft Circulation & Scenic Roadways Element Los Altos Hills General Plan Page C- 10

### GOAL 3

Provide "Complete Streets" that meet the needs of all users, while continuing to maintain a safe and effective transportation system for motorists consistent with the other goals, objectives, and policies of this plan.

- Policy 3.1 In all roadway projects, consider accommodations that improve transportation options for all users: motorists, users of public transportation, bicyclists, equestrians and pedestrians, including children, the elderly and the disabled.
- Policy 3.2 Recognize the semi-rural setting of Los Altos Hills in applying the complete streets concept. Pedestrian facilities may include roadway shoulders and unpaved paths and bicycle facilities may include unpaved paths and roadway shoulders on connector streets along with shared roadways (sharrows) and bike lanes on regional bikeways (Figure C-3).
- Policy 3.3 Provide children with safe and appealing opportunities for walking and bicycling to school.
- Program 3.1 Consider complete streets accommodations in the planning, design, and approval of street, roadway and pathway projects.
- Program 3.2 Consider complete streets accommodations in the operation, construction, reconstruction, retrofit, maintenance, alteration, and repair of streets and bridges.
- Program 3.3 Partner with Santa Clara Valley Transportation Authority (VTA) to enhance and expand public transportation services to the surrounding region.
- Program 3.4 Work with VTA to ensure that public transportation facilities and vehicles are fully accessible to persons with disabilities.



Equestrians along roadside path

Program 3.5 Construct Phase II of the multi-use pathway along Fremont Road from Town Hall to Arastradero Road to serve Pinewood School students.

### PRIVATE ROADWAYS

119. The Town of Los Altos Hills' road system is unique in that private roads account for approximately one third of the length of all roads in the Town. Based on the number of streets in Town, fifty percent of named roads are private. approximately fifty percent of the Town's roads are privately owned and maintained. According to the California Street and Highways Code §1806:

"No city shall be held liable for failure to maintain any road until it has been accepted into the city street system... [The] city may, by ordinance, designate a city officer to accept, on behalf of the governing body, streets or roads or portions thereof, into the city street system and to record conveyances to the city of real property interests for street and road uses and purposes. The designee shall, prior to recording any conveyance under this section, affix a certificate to the instrument stating the acceptance into the city street system and designating the name or number, or both, of the city street or road."

120. The Town adopted a policy in 2008 that details a process for acceptance of private roadways which identifies the role of the Town and responsibility of private road owners. Inherent in the policy is the potential public cost of accepting and maintaining streets as public. Roads may be accepted as public if they are improved to public road standards. Private roadways should have maintenance agreements between the respective property owners.

### GOAL 4

Many of the Town's roadways are privately owned and vary in their level of maintenance. The Town encourages consistent roadway maintenance and quality throughout the Town.

Policy 4.1	Private through roadways should be accepted as public when requested by affected property owners, when they have been upgraded to current Town standards and where all necessary dedications have been offered by adjacent property owners.
Policy 4.2	For every private road not intended to be dedicated to public ownership the formation of maintenance agreements between property owners responsible for monitoring and maintaining their respective private roadways should be required.
Policy 4.3	Dedication will be considered only when the road is maintained and, if necessary, improved to a level acceptable to the Town.
Policy 4.4	Private, gated roadways shall be prohibited.

- Policy 4.5 Private road status may be appropriate for new cul-de-sacs serving six or fewer residences. Roads serving seven or more residences may be considered by the Town for dedication as public roads.
- Program 4.1 Create and maintain a list of all public and private roads in Town and update as changes occur.
- Program 4.2 A sample road maintenance agreement shall be prepared and provided to interested residents on private roads.
- Program 4.3 Prepare an Ordinance that establishes standards for conversion of private roads to public roads.

### DRIVEWAYS

121. A driveway is defined as "a way or place in private ownership and used for vehicular travel by the owner and those having express or implied permission from the owner but not by other members of the public". The design of driveways is important for safety and aesthetic reasons. Because most development in Los Altos Hills is on steep terrain, driveways tend to be long and driveway intersections with roadways are more critical than in more urban settings.

### GOAL 5

Driveways should be compatible with the natural terrain, with minimal impact on grades and vegetation and should be designed for safe access to and from the individual parcels.

- Policy 5.1 Driveways shall be of a minimum width, as required by the Fire Department in order to accommodate emergency vehicles.
- Policy 5.2 New driveways shall should generally not exceed a maximum grade of fifteen percent in order to allow for safe travel, including the access of emergency vehicles.
- Policy 5.3 Driveway design shall allow for adequate and safe development of pathways near roads. This will include a roughened surface at pathway crossings to allow safe equestrian use.
- Policy 5.4 Driveways shall provide safe and adequate ingress and egress to private parcels. Driveways shall have adequate sight distance to allow for safe entry onto the roadway.

#### Draft August 2014

- Policy 5.5 Driveway design shall be required to minimize cut and fill and impacts on vegetation, consistent with providing for safe access.
- Policy 5.6 Driveways should be designed with adequate drainage.
- Policy 5.7 Driveways for adjoining properties should be located to provide for landscaping space, to protect privacy, and to maintain a safe distance between adjacent driveways.
- Policy 5.8 Street addresses should be based on the street where the driveway access is located.
- Program 5.1 Driveway standards shall be incorporated into the Town's Site Development and Subdivision codes.
- Program 5.2 The Town may consider exceptions to minimum widths-standards and maximum grades allowed in order to limit impact on the natural terrain and vegetation.

### BIKEWAYS

122. The bikeways in Los Altos Hills provide for both inter and intra-town travel. Within limits imposed by safety, the bikeways vary considerably according to the nature of the terrain.

**Regional Bikeways.** Santa Clara County has designated portions of Arastradero Road, Fremont Road, Purissima Road, Old Page Mill Road and Page Mill Road as bicycle routes through or at the perimeter of the Town (Figure C-3). While signage indicates the designation, bike lanes are not generally provided due to the narrow street widths. Typical users of regional bikeways are experienced cyclists for recreational and commuting purposes.



Pathway at El Monte and Stonebrook Drive

123. Local Bikeways. Local bikeways are along roads and provide a means for travel from one neighborhood to another. Widening and striping of these connector roads is not contemplated. Typical users of local bikeways are neighborhood residents.

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124. Sharrows. A sharrow is a roadway that is shared by both cars and bicycles, rather than having separate bike lanes. The roadway has special "sharrow" arrow markings on the pavement to alert cars to take caution and allow cyclists to safely travel in the roadway. Sharrows are typically incorporated where the roadway does not have sufficient width for a bicycle lane (or where a striped lane is not desired), but there is a desire to make accommodations for bicycles. While marked bike lanes tend to emphasize long- distance travel, sharrows suggest accommodation for more local bicycle traffic.



### **GOAL 6**

# Provide for well-maintained, safe bikeways that encourage safe bicycling and driving throughout the Town.

- Policy 6.1 Support the provision of safe bicycle routes that will reduce conflict with automobile traffic.
- Policy 6.2 The Town shall encourage bikeway connections to regional bikeways in adjacent jurisdictions.
- Policy 6.3 The Town shall emphasize safe bikeway and path connections to schools.
- Policy 6.4 Bicycle traffic shall be accommodated by discouraging through vehicle traffic and providing



adequate road shoulders. The pathway system should provide for off-road bicycle connections between roads where needed and for safe school access.

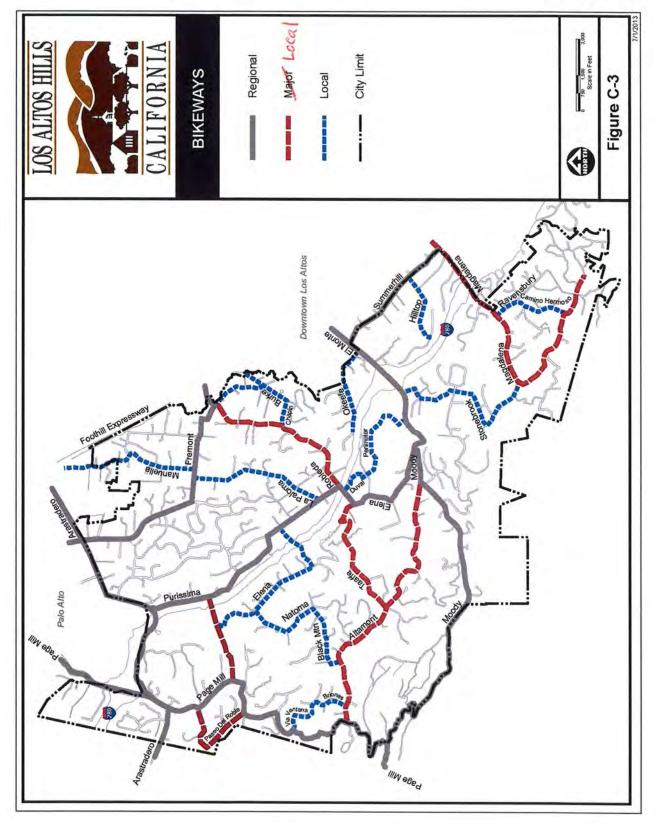
Program 6.1 Designated regional bikeways within the road right-of-ways may consist of either sharrows, bike lanes, a paved path separated from the roadway or clearly signed bike designations.

- Program 6.2 Provide bicycle support facilities, such as lockers or racks, at Town buildings and open spaces, and recommend that CalTrans provide such facilities at the Page Mill/280 Park-and-Ride lot.
- Program 6.3 Implement roadway design which provides safe transitions for bicyclists at the edge of the paved surface, including minimal use of curbs and obstructions-such as mailboxes.
- Program 6.4 Designate regional bikeways with "sharrow" markings on the pavement upon entering Town Limits or at appropriate major intersections to communicate that bicycles and automobiles share the roadway where appropriate.
- Program 6.5 Develop a community awareness program to encourage local use of safer bicycle routes, including referring residents to the Santa Clara County Bicycle and Pedestrian Advisory Committee's bicycle route map. The Town will include bicycle and pedestrian safety and enforcement when developing community awareness programs.



Taaffe Road-Local Bikeway

Draft Circulation & Scenic Roadways Element Los Altos Hills General Plan Page C- 16



Draft Circulation & Scenic Roadways Element Los Altos Hills General Plan Page C- 17

### PEDESTRIAN FACILITIES

125. The Town's semi-rural setting and low traffic volumes create an environment where walking on the sides of some roadways or road-side paths is enjoyable for many residents. The Town's pathway system is extensive and provides for safe and convenient non-vehicular travel within Town. School children, walkers, joggers, and equestrians use this system extensively. The major pedestrian and equestrian paths are generally located along the arterial and collector roads. In addition, off-road paths provide connections via easements, in critical areas where roads are not feasible.

### GOAL 7

Provide for safe pedestrian routes in appropriate locations.

- Policy 7.1 Work with the public and private schools to promote safe driving and pedestrian circulation around or near the schools.
- Policy 7.2 Ensure that the design of pedestrian improvements is consistent with the semi-rural character of the Town.
- Program 7.1 Continue to require implementation of the Pathway Element in new development and in capital improvements.
- Program 7.2 Coordinate with the school district and other entities to develop "Suggested Routes to School Plans" for all schools in the Town. Plans shall identify all pedestrian and bicycle facilities, and traffic control devices for residents to determine the most appropriate travel routes. The plans shall also identify existing easements for potential use for off-street pedestrian pathways.
- Program 7.3 Pursue improvements to pedestrian facilities through Safe Routes to Schools or comparable programs to improve pedestrian facilities oriented to school children.
- Program 7.4 Include safe and convenient pedestrian and bicycle access in all roadway improvement projects, and avoid road improvements that will impact the safety and convenience of walking or biking.
- Program 7.5 Encourage pedestrian facilities to reflect the semi-rural character of the Town, with an emphasis on pathways separated from the roadways rather than integrated curbs and sidewalks.

### TRAFFIC SAFETY

- 126. Neighborhood traffic management includes coordinated enforcement and land use planning efforts as well as what is often referred to as "traffic calming." It is noted that most of the Town's roadway miles are narrow, hilly and winding, all of which tend to keep speeds low. Traffic calming strategies are often implemented in residential areas to solve one of two problems: excessive traffic speeds or excessive traffic volumes. Residential streets should accommodate local traffic in a safe and efficient manner with due regard to surrounding land uses. Excessive traffic speed and volume on residential streets leads to local increases in noise and air pollution, perceived and real hazards to children and other pedestrians, and difficulties in exiting driveways. These issues can frequently be addressed by neighborhood traffic management techniques.
- 127. Jurisdictions throughout the state are currently using a variety of measures to address excessive traffic speeds or excessive traffic volumes on residential streets. State law limits the Town's ability to increase or decrease speed limits within its boundaries. Therefore, other means must be used to slow traffic.
- 128. Roadway safety may require certain improvements to specific segments of roadways and intersections, particularly those that are prone to accidents. These locations tend to occur in Los Altos Hills mostly at or near access ramps to and from I-280.

### GOAL 8

### To provide safe roadways for all travelers.

Policy 8.1	The roadway network shall emphasize only minimal through traffic using local streets.
Policy 8.2	The Town shall explore the need to upgrade or enhance intersection control (e.g., stop signs) at existing controlled intersections, to allow residents improved access to through roads.
Policy 8.3	Development of new homes, churches, schools and other land uses shall include adequate provision for on site parking to reduce the number of vehicles parked on Town roadways.
Policy 8.5	Town roadway design standards shall emphasize rolled curbs or no curbs to provide a safer roadway edge for bicycling.
Policy 8.4	Pedestrian and equestrian travel shall be separated from roadways by at least five feet where practical.
Policy 8.6	Towns site development standards shall emphasize roughening of driveways surfaces where crossing pathways.

Policy 8.7 The number of vehicles parked on or along roadways shall be minimal.

Policy 8.8 The Town shall inventory all publicly maintained bridges for the purpose of evaluating their safety.

- Program 8.1 The Town should use the following process to address excessive traffic speeds or traffic volumes or other safety hazards on the Town's residential streets:
  - Verify whether perceived problems are real (quantify speeds and/or volumes);
  - Establish design criteria (right-of-way needs, sight distance and signing requirements, etc.) for the subject roadway;
  - Monitor safety and performance (to determine in field safety of traffic devices); and
  - Identify funding sources (private versus public).
- Program 8.2 Where a traffic safety problem is identified, the Town should investigate the appropriate use of traffic-calming mechanisms consistent with the Town's Traffic Calming Guide.
- Program 8.3 Assure pathway separation in site development and subdivision review.

Program 8.4 The Town shall discourage excessive numbers of vehicles parked on roadways through design measures that prevent parking such as bollards or natural barriers. Design measures shall reflect the semi-rural character of the Town.

- Program 8.5 Maintain a list of all bridges and evaluate their structural integrity.
- Program 8.6 When repaying or resurfacing operations occur on collector or arterial streets, consider restriping the roadway to provide a wider shoulder on the uphill portion of the road, provided that motorist safety is not compromised.
- Program 8.7 Identify sections of collector and arterial roads that are narrow and could be improved to provide safer pedestrian, bicycling and equestrian passage.



Equestrian Crossing on Page Mill at Arastradero Road Regional Bikeway on West Edith Avenue Draft Circulation & Scenic Roadways Element Los Altos Hills General Plan Page C- 20

### SCENIC ROADWAY DESIGN

- 129. The Town's roads are an important part of its semi-rural and scenic environment. They contribute to the character of the community, providing scenic corridors for travel through Town for residents and visitors. With the rugged and often steep natural terrain of the Los Altos Hills landscape, all roads within the community have scenic qualities. The following objectives and policies apply to every roadway in Town.
- 130. Signage and markings are important components of effective roadway operations. Signage and markings can designate how different users should share limited roadway space, designate which facilities are most appropriate for which users, and communicate speed and safety information. However, given the semi-rural character of the Town, the types of signage and markings found in other communities may not always be appropriate for Los Altos Hills. The narrow scale of the Town's roadways and the semi-rural character also suggests a unique set of design options for signage and markings.

### GOAL 9

The roadways of Los Altos Hills are scenic and semi-rural. The design and maintenance of the roadways should preserve these qualities.

- Policy 9.1 Roadway design shall preserve the Town's scenic beauty as seen by motorists, equestrians, pedestrians, bicyclists and the resident whose home is near the road.
- Policy 9.2 The Town shall discourage the widening of any surface roads except where critical for safety purposes.
- Policy 9.3 The construction of sound walls is generally prohibited along the Interstate 280 corridor, but may be considered in conjunction with future noise mitigation studies and where located within state right of way.
- Policy 9.4 Particular care should be given to retaining trees and other vegetative cover, especially native vegetation and heritage trees. Vegetation should not impair roadway safety.
- Policy 9.5 Spacious right-of-ways wide enough so that trees and shrubs can provide a substantial buffer between the roadway and paths and between the paths and adjacent properties. The resulting corridor should be pleasing and safe for both vehicular and non-vehicular travel. New streetlights shall be generally prohibited to avoid light spillover and nuisance to residents.

- Policy 9.6 The Town shall request open space easements where necessary to ensure the preservation of steep slopes, heritage oak trees, creek areas.
- Policy 9.7 All roadway cuts and fills shall be reduced to a minimum for any road improvement.
- Policy 9.8 landscape screening may be required for all new development.
- Policy 9.9 Off-site directional signs shall be prohibited in the right-of-way, except for single, short-term events.
- Policy 9.10 The Town should orient and locate roadway signs and markings in a manner that does not create a cluttered look. This should not be at the expense of safety.
- Program 9.1 Institute a program to maintain and enhance native vegetation along roadsides, consistent with the need to maintain road edges and pathway clearances.
- Program 9.2 Impose design standards that restrict the width of the paved portion to a minimum consistent with safety for motorists and bicyclists in order to maintain the semi-rural quality of the roadway.
- Program 9.3 Preserve mature street trees, where feasible, when pathways or other improvements are added to streets.
- Program 9.4 Prepare a program of design standards and implementation measures for signage and markings that address the Town's unique conditions.
- Program 9.5 Signage on designated regional bikeways related to the sharing of the roadway should be limited to locations on the edge of Town Limits or at major intersections.





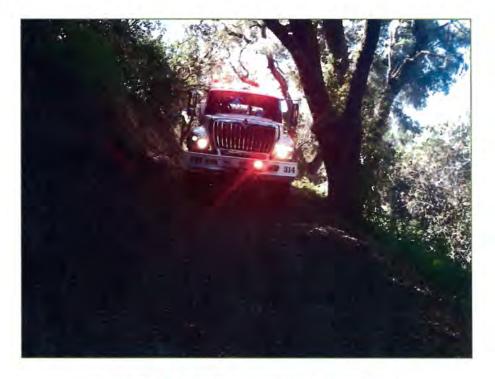
Pathway on Moody Road

Pathway on Fremont Road

Draft Circulation & Scenic Roadways Element Los Altos Hills General Plan Page C- 22

### EMERGENCY VEHICLE ACCESS

- 131. The need to provide rapid response to emergencies often competes with the desire to maintain narrow semi-rural roadways. Fire and lifesaving vehicles are large and must move quickly to be effective. The roads in Los Altos Hills make this particularly challenging. The winding nature of the through roads and the numerous cul-de-sacs make emergency response difficult. The Town must balance its aesthetic qualities with emergency access requirements. The objectives and policies set forth below attempt to provide that balance.
- 132. Emergency roads are designed to provide secondary emergency access to residential areas. These roadways, which are usually one lane in width and improved only to fire standards, are closed to all except emergency traffic, and may allow for foot, equestrian, and bicycle traffic when appropriate easements are provided. They are connections between other roads and are used when the primary access is cut off during an emergency. The connection between Oak Knoll Circle and Dawson Drive is an example of an emergency road. Figure C-4 illustrates the Town's existing network of Emergency Roads, as currently designated by the Town's Safety Committee and Fire Department.



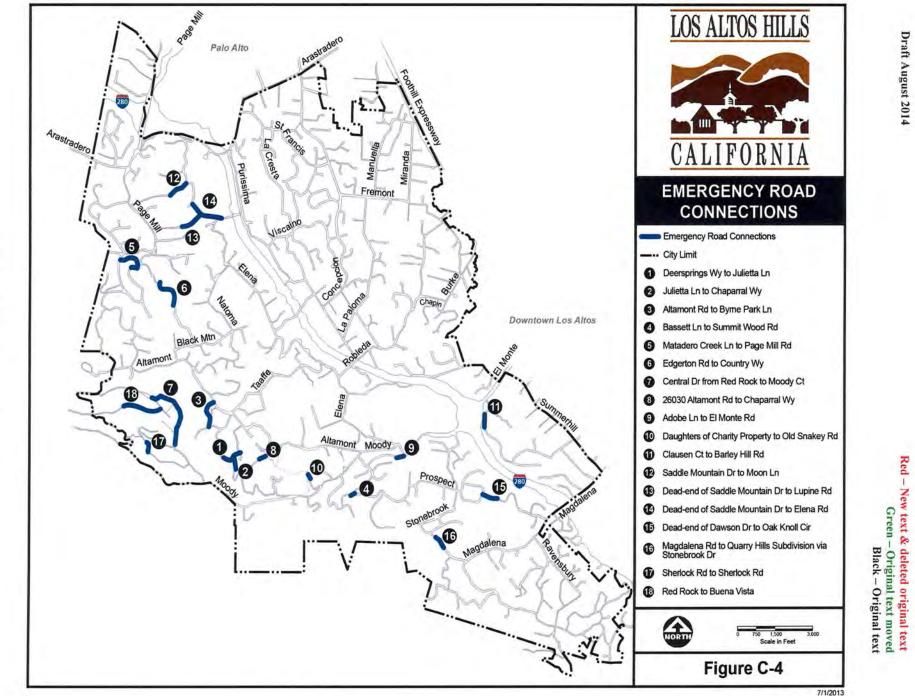
Fire District Engine on Emergency Vehicle Access Road

Draft Circulation & Scenic Roadways Element Los Altos Hills General Plan Page C- 23

### GOAL 10

Provide for the most efficient use of roadways for emergency vehicles and for emergency access for residents.

- Policy 10.1 Roadways and driveways shall conform to minimum standards for emergency vehicles, generally as recommended by the Fire Department and approved by the Town.
- Policy 10.2 All roads shall be easily accessible from intersecting roadways and shall have clearly labeled street signs.
- Policy 10.3 All addresses shall be clearly visible at the street. Street addresses should be based on the street where the driveway access is located.
- Policy 10.4 In the event of a major disaster, emergency access roads shall be made available for neighborhoods for evacuation or alternative route purposes upon direction of the Incident Commander.
- Policy 10.5 Emergency access roads shall, to the greatest extent feasible, be made readily accessible to emergency vehicles during major disasters.
- Program 10.1 Emergency roadway connections shall be developed where distance to through streets is excessive, and/or where a second means of emergency ingress or egress is critical.
- Program 10.2 The Fire Department shall review new development proposals to assure adequate emergency access is provided.
- Program 10.3 The Town, in conjunction with the Fire District, shall develop a schedule for maintaining emergency access roads in functional condition.



Draft Circulation & Scenic Roadways Element

Los Altos Hills General Plan

Page C- 25

### DRAINAGE AND UTILITIES

133. The existing drainage system in Los Altos Hills is consistent with the Town's semi-rural character. The Town's approach to drainage has been to utilize natural channels rather than to install pipe drainage systems or to increase creek channel capacities through straightening or widening. Though some drainage channels consist of concrete lining and other manmade material designed to prevent downstream or downhill flooding, most drainage features follow topographical contours that are either kept in their natural state, or are engineered but inconspicuous in nature. This serves to effectively drain water away from adjacent properties while preserving the semi-rural residential character of the Town.

### GOAL 11

Accommodate drainage and utilities in a manner that maintains the semi-rural character of its roadways.

- Policy 11.1 Drainage design should be generally compatible with semi-rural roadways and developed to complement existing drainage patterns. Policy 11.2 Concrete channels and other drainage facilities that accelerate runoff shall be discouraged. The drainage system shall not burden the natural waterways with road pollutants and silt. Policy 11.3 Policy 11.4 Drainage shall not create safety hazards for pedestrians, equestrians, or bicyclists, or damage to adjacent properties. Drainage shall minimize flooding and erosion impacts on adjacent private properties. Policy 11.5 Policy 11.6 Open Space easements should be used to preserve natural waterways and avoid excessive drainage structures. Policy 11.7 Utilities shall be placed underground for new development. Utilities, including utility poles, fire hydrants, and utility meters, shall not impede the use Policy 11.8 of pathways.
- Program 11.1 Prepare and adopt a set of drainage and pavement design requirements for all roadways. Drainage standards shall generally include roads with gravel shoulders, earthen ditches, rocky rivulets, and rolled curbs.

Program 11.2 Identify problem areas and earmark such areas for storm drain improvements in the Town's annual Capital Improvement Project Budget.

### PUBLIC TRANSPORTATION AND RIDESHARING

#### Local Bus Service

134. The VTA provides local bus service to Foothill College via lines along El Monte Road and provides Town residents access to connect to the larger system via its stop at the San Antonio Road Transit Center in Los Altos. The Foothill College-Mountain View bus route also provides a connection to Caltrain at the Mountain View Caltrain station and to the Tasman Light Rail Line. The California Avenue Caltrain-Palo Alto Veterans Hospital bus route extends to the Hillview/Arastradero intersection, providing service to Town residents located near Arastradero Road. The Palo Alto School District provides bus service for elementary and junior high school to Los Altos Hills students within the District boundaries.

#### Express Bus Service

135. The VTA provides express service to Foothill College via Interstate 280 and provides access for Town residents to the Stanford Research Park, Palo Alto and points north. Service is also provided to the main transit hubs in Santa Clara Valley to the south.

#### Paratransit Service

136. The VTA also provides paratransit service to disabled and senior residents on a door-to-door basis. Many Town residents over age 65 may be eligible to use this transportation mode.

#### Park-and-Ride Facilities

137. A park-and-ride lot is located on the southeast corner of the Arastradero Road/I-280 SB Off-Ramp/Page Mill Road intersection. This convenient parking lot allows commuters to share rides to and from work. Observations found that the lot is well used – on a typical weekday all spaces are full, and a number of overflow vehicles are parked on the shoulder of Page Mill Road. Improvements to the park and ride facility are being reviewed in conjunction with the Santa Clara County Expressway 2040 Plan.

### GOAL 12

The Town promotes the use of transit and ridesharing to the extent feasible.

- Policy 12.1 The Town shall support efforts to provide transit opportunities to residents, particularly for seniors and disabled persons, for school buses and for park-and-ride facilities.
- Policy 12.2 Residents shall be educated regarding availability of alternative transportation including transit (both local and express), ridesharing, and bicycling.

- Program 12.1 Encourage the VTA to improve bus service to Town residents and to Foothill College without bringing routes into the interior of Town. Bus stops should be provided near the Park-and-Ride lot at Page Mill Road and I-280, and at Magdalena Avenue near I-280.
- Program 12.2 Promote shuttles for special events (e.g., at Hidden Villa, private parties, Fremont Hills Country Club).
- Program 12.3 Promote the availability of ParaTransit Services (VTA) in Town for the physically handicapped and seniors.
- Program 12.4 Evaluate the feasibility of providing a park-and-ride lot at Foothill College.

### **REGIONAL COORDINATION**

138. Los Altos Hills is connected to surrounding communities primarily via I-280, Page Mill and Foothill Expressways, Arastradero Road, El Monte Road, and Magdalena Avenue. Additional connections to Los Altos are provided across Foothill Expressway from Edith Avenue and Burke Road. Page Mill Road also connects the Town to Route 35 (Skyline Boulevard) on the west.

I-280 and Route 101 carry the bulk of north-south peak hour traffic volume in the northern Santa Clara-San Mateo County region. I-280 carries the highest level of traffic in the Los Altos Hills area. Page Mill Expressway provides access between I-280 and the business park uses in Palo Alto just north of Los Altos. Interstate 280, the I-280/Page Mill Expressway Interchange and Page Mill Expressway operate at Level of Service (LOS) E to F during peak commute periods, resulting in some traffic diverting to Arastradero Road. Foothill Expressway operates at relatively good service levels, except for some congestion at intersections during the peak hour commute periods.

### DEFINITION "Level of Service (LOS)"

A standard used to measure the performance of transportation facilities. LOS provides a measure of the operational performance of a roadway or intersection based on a ratio of volume to capacity (V/C) and delay of the facility, and is given a rating from the letter grade A (excellent) to F (failing).

Program 12.5 Encourage the school districts to reinstate the use of school buses.

#### City of Palo Alto/Stanford University

The City of Palo Alto and Stanford University are served regionally by I-280, Routes 101 and 84, and County G5 and G6 (Foothill Expressway and Alma Street). The Palo Alto and Stanford roadway systems remain essentially unchanged since the 1960s, yet overall traffic volumes have been steadily increasing. Intersections are the most constricted part of the network and many are congested during the peak morning and evening travel periods. Some intersection improvements have been made over the years, and a few others are planned. Outside of major new roadway projects proposed in the Sand Hill Road area by Stanford University, no major expansions of the road network are planned. Many of the plans and policies of the City and Stanford are directed to alternative travel modes to reduce future travel and parking demands. In 2014, the Town began discussions with Caltrans and the County of Santa Clara regarding future improvements to the existing I-280/Page Mill Road/Arastradero Road Interchange to address traffic delays and vehicle, bicycle and pedestrian safety.

#### City of Los Altos

139. The City of Los Altos is served regionally by I-280; Routes 101, 85 and 82; and County G5 (Foothill Expressway). The City is relatively flat with a roadway network laid out in a grid system. Much of the travel is north-south oriented and carried by arterials within the City, including San Antonio Road, El Monte Avenue, Springer Road, Miramonte Avenue and Grant Road. The downtown area adjacent to Foothill Expressway/Main Street provides commercial uses for the residents of both Los Altos and Los Altos Hills. A recently completed multi-use trail with ADA accessible ramps connects Town Hall with downtown Los Altos and is extensively used by bicyclists, equestrians and pedestrians.

#### County of Santa Clara

140. The backbone of the County's circulation system is made up of freeways, state routes, expressways and arterials, many of which serve the surrounding communities as described above. The freeway and state route system connect the County to the neighboring counties of San Mateo, Alameda, and Santa Cruz. The County's Congestion Management Program (CMP), administered by the VTA, provides transportation planning guidance on a countywide basis. The CMP has been developed in accordance with California statute. Although the statute is imprecise the intent is clear - it is intended to reduce congestion through a combination of roadway and transit capital improvements, improved land-use planning, and trip reduction and transportation demand management programs. The Town is also actively reviewing the Santa Clara County Expressway Plan 2040 to ensure that future improvements to Page Mill Expressway and Foothill Expressway are compatible with the rural character of the community.

### Regional Transportation Issues

141. Although the Town discourages extraneous through traffic, traffic originating from outside of Los Altos Hills has created increasing pressure on the local system. Impacts include cut-through traffic, isolation of Town residents, and noise issues related to Interstate 280.

#### Cut-Through Traffic

142. The Page Mill Expressway operates at LOS E to F during the morning and evening peak commute periods due to the high volume of traffic traveling between I-280 and Palo Alto. This traffic also causes congestion at the Arastradero Road/Deer Creek Road intersection during the A.M. peak hour period. During the evening peak hour period the reverse is true. Although Arastradero Road is a through route from I-280 to Palo Alto for commuters, it is classified as a collector street within Town (serving abutting residential lots, and carrying traffic between neighborhoods and the freeway and Foothill Expressway).

Some cut through traffic is also apparent on some north-south collector or neighborhood connector roads, such as Fremont, Purissima and Elena due to congestion on Interstate 280. Fremont Road in particular offers the potential to avoid congested sections of Arastradero Road and Foothill Expressway at commute hours.

No other significant cut-through traffic has been observed. El Monte Road and Magdalena Avenue extend through Town as necessary arterials between I-280 and Los Altos.

#### Isolation of Town Residents

143. The Page Mill Expressway carries high volumes of traffic, particularly during the morning and evening peak commute periods. Access to residential properties using Christopher's Lane and Old Page Mill Road is difficult during these periods. Traffic outbound from Old Page Mill Road is limited to right turns and, although allowed, it is difficult to turn left into or out of Christopher's Lane. Wait times exceed 45 seconds (defined as LOS F). The intersection does not meet traffic signal warrants due to the low volumes to/from the neighborhood and the installation of a traffic signal would back up traffic onto I-280.

### I-280 Widening and Noise

144. Although there are no current plans to widen I-280, the ever-growing traffic demands in the County and the region may ultimately reach a point that widening the freeway is considered. In the meantime, the Town occasionally receives complaints regarding noise from I-280, particularly from residents of properties abutting the freeway. In response, the Town is encouraging Caltrans to prioritize the repaying of Interstate 280 with rubberized asphalt which can provide some reduction in road noise.

### GOAL 13

The Town wishes to minimize traffic impacts from present and future activities beyond the control of Los Alto Hills.

Policy 13.1 The Town shall work with regional transportation agencies to coordinate roadway planning, and promoting the safe use, improvement and maintenance of regional highways.

- Policy 13.2 The Town shall discourage regional and sub-regional traffic from passing through the Town.
- Policy 13.3 Los Altos Hills will work with neighboring cities and other agencies to review the environmental impacts of proposed projects, especially in terms of circulation, on the Town. The Town will actively negotiate to reduce those impacts to a level of insignificance.
- Program 13.1 Monitor the efforts of the Metropolitan Transportation Commission (MTC) to coordinate transit planning and transit services for the Mid-Peninsula and the Bay Area.
- Program 13.2 Monitor efforts by Caltrans and the VTA Congestion Management Program to reduce congestion and improve traffic flow on freeways. This program should also be used to monitor effects on Town roads from actions by Palo Alto or Los Altos.
- Program 13.3 Establish CEQA thresholds for "significant impacts" of proposed development. This will provide neighboring cities and other agencies with a measure for impacts of projects to Los Altos Hills. In particular, monitor development plans for Stanford lands in Palo Alto and unincorporated County areas.
- Program 13.4 Emphasize the classification of Arastradero Road and Fremont Road as collector streets to provide additional leverage for negotiations as neighboring jurisdictions build out.
- Program 13.5 Work with State (Caltrans) and County officials on future improvements to Page Mill Expressway and the I-280/Page Mill Expressway/Arastradero Road interchange to ensure that the improvements are compatible with the rural character of the community and improve safety for motorists, pedestrians, bicycles, and equestrians.
- Program 13.6 Explore additional design solutions for the Christopher's Lane and Old Page Mill Road area.
- Program 13.7 Work with the Midpeninsula Regional Open Space District to locate parking facilities on District lands and to minimize the impact on residents of parking for and access to District open space preserves.
- Program 13.8 Work with Foothill College to locate parking facilities on school property and to minimize the impact on residents of student parking on residential streets.
- Program 13.9 Continue to review, on an as needed basis, the establishment of preferential parking districts to alleviate impacts to residents from Midpeninsula Regional Open Space District and Foothill College.

Program 13.10 Develop a traffic calming guide for the implementation of traffic calming measures to discourage traffic from using local streets to bypass congested intersections.



School Crossing along Fremont Road