



Meeting Date: March 22, 2022

Subject: Study Session and Adoption for Complete Streets Master Plan Final Draft

Prepared by: Marisa Lee, Transportation Services Manager

Reviewed by: James Sandoval, Engineering Services Director

Approved by: Gabriel Engeland, City Manager

Attachment(s): Revised Draft Complete Streets Master Plan located at:
https://losaltoscompletestreets.com/wp-content/uploads/2022/03/LosAltos_CSMP_FinalDraft_v1.pdf

Initiated by: Transportation Services Department

Previous Council Consideration:

- City Council Project Award on May 12, 2020, Agenda Item #5
- Study Session #1 on November 9, 2021
- Contract Amendment on January 11, 2022

Fiscal Impact:

The City awarded a contract to Alta Planning + Design on May 12, 2020 in the amount of \$165,426 for development of the Complete Streets Master Plan (CSMP). On January 11, 2022 the City Council approved Amendment #2 to authorize the not-to-exceed amount of \$14,000, totaling an amount of \$179,426 from the Annual Bicycle/Pedestrian Access Improvements Project (TS-01052), to complete a comprehensive edit of the Draft CSMP. This included incorporation of the majority of the comments received from Council, the Complete Streets Commission, the Climate Action Planning Commission, Staff, and the public, including additional sections and structural changes. Sufficient funds were available for this Amendment within the approved CIP budget. This City Council Study Session is to receive the Council-requested follow-up update following the requested comprehensive update on the Draft Report of the CSMP, with no additional fiscal impact for receipt and adoption of the Final Report.

Environmental Review:

The CSMP project is exempt from review under the California Environmental Quality Act (“CEQA”) pursuant to CEQA Guidelines §15262 – Feasibility and Planning Studies, §15301 (c)

City Manager
GE

Reviewed By:
City Attorney
JH

Finance Director
JF



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– Existing Facilities, § 15304 (e) - Minor Alterations to Land, §15306- Information Collection, §15322 – Educational or Training Programs Involving No Physical Changes.

Policy Question(s) for Council Consideration:

Does the Council approve the updated draft of the Complete Streets Master Plan which includes incorporation of over 150 comments from City Council, the Complete Streets Commission, the Climate Action Planning Commission, City Staff and the public? Does the Council wish to adopt the Plan?

Summary:

- The first Draft Complete Streets Master Plan focused on Four Primary Elements:
 - Updated & Integrated Bicycle & Pedestrian Networks
 - Suggested Walking & Biking Routes to Schools and Suggested Infrastructure Improvements
 - Concept Plan Line Drawings to help provide vision and initiate community discussions on future street improvements
 - Summary of community outreach conducted to develop the Final Draft of the Plan

- With the approval of Amendment #2, City Council approved Alta Planning + Design to do a comprehensive update to the first CSMP Draft Report. This amendment included the following:
 - Minor text edits to the Draft Plan
 - A visual legend for bikeways at critical points in the document (e.g., Appendix B: Bikeway Recommendations)
 - Fixing of legibility issues with tables and concept plans
 - Addition of an Executive Summary
 - Addition of new projects to the network map and associated tables, including computation of new cost estimates, re-running prioritization, and amending the respective Appendix tables
 - A glossary of terms
 - A design guide for retrofitting existing street typologies in Los Altos to include Complete Streets elements

Staff Recommendation:

Receive the update on the Final Draft Complete Streets Master Plan, including the revisions and the additional materials and sections. Adopt the Final Draft Plan.



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Purpose

The purpose of this Study Session is to review the updates to the Draft Complete Streets Master Plan that have been incorporated as a result of the first Council Study Session in November 2021. Since that time, the majority of the comments received from the City Council, the Complete Streets Commission, The Climate Action Planning Commission, City Staff, and the public have been incorporated into the document. This included about 60 comments from the City Council, about 70 comments from the Complete Streets Commission, about 5 comments from the Climate Action Planning Commission, or over 150 total comments.

The comments resulted in the following summary of updates:

- Minor text edits to the Draft Plan
- A visual legend for bikeways at critical points in the document (e.g., Appendix B: Bikeway Recommendations)
- Fixing of legibility issues with tables and concept plans
- Addition of an Executive Summary
- Addition of new projects to the network map and associated tables, including computation of new cost estimates, re-running prioritization, and amending the respective Appendix tables
- A glossary of terms
- A design guide for retrofitting existing street typologies in Los Altos to include Complete Streets elements

The purpose of the Complete Streets Master Plan remains the same: to establish a community supported long-term vision for improving walking and bicycling in Los Altos by updating the previous Bicycle and Pedestrian Master Plans. The CSMP provides a strategy to develop a comprehensive bicycling and walking network to provide access to transit, schools, and Downtown alongside support facilities like bicycle parking and pedestrian amenities. These network improvements are paired with education, encouragement, enforcement, and evaluation programs.

The document retains the same implementation section, which describes prioritization and phasing for these projects and programs to ensure implementation is manageable and fundable. The updated plan includes minor modifications to the bicycle and pedestrian network maps and the “Los Altos Loop” – an interconnected crosstown network that utilizes low-stress streets and high-quality bikeways. The updated plan includes the same Walk n Roll Maps that highlight suggested walking and biking routes to all schools servicing the Los Altos community (17 total); and School Improvement Maps which highlight both near-term and long-term infrastructure improvements



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focused on improving walking, biking, and driving infrastructure surrounding each school (12 total). The maps have been re-formatted for user friendliness.

The plan includes 20 Concept Plan Line drawings, whose purpose have been clarified since the previous draft. Some of the drawings received support from the public outreach process, while others did not. Plans that did not receive support have been marked as such in the updated document. The purpose of the drawings was to identify potential bicycle or pedestrian project opportunities at a number of key locations or corridors around Los Altos. The set of Concept Plan Line Drawing locations were proposed by staff and Complete Streets Commissioners and then discussed and vetted through a public process at Complete Streets Commission meetings. The Concept Plan Line drawings that will be considered for future use will be used to initiate future neighborhood focused planning discussions for future street improvements. These drawings, located in Appendix E within the Complete Streets Master Plan, are considered vision drawings at this stage, and are not plans for development or construction. These drawings are intended to help guide and initiate discussions with residents. If these areas were to be chosen for a Capital Improvement Project at a future time, a separate community engagement effort would be completed to guide the design. A summary of community outreach over the past year (including a summary of online input) is included within the plan.

An adopted CSMP with approved projects and improvements puts the City in a position to be eligible to apply for federal, state, and regional grant opportunities related to complete streets and transportation safety.

Background

The City Council approved a consultant agreement with Alta Planning + Design to help initiate the development of the Complete Streets Master Plan in May 2020. The project was not initiated until the Fall of 2020 due to staff turnover in the Transportation Division, and the City initiated the project with Alta Planning + Design in October 2020.

Development of the plan occurred from Fall 2020 through Fall 2021.

The Complete Streets Commission reviewed the elements of the Plan at every step of the way and extensive public outreach was conducted throughout this time via online community meetings and an interactive map webtool.

The Draft Plan was available for public review from October – December 2021.



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The Complete Streets Commission reviewed the Draft Plan during its September 29, 2021 meeting. The commission voted unanimously to forward the Plan to City Council for a Study Session.

A City Council Study Session was conducted on November 9, 2021 during which the Council provided feedback on the Draft Plan and requested a future follow-up Study Session to review the updates.

In previous meetings and study sessions, Council provided comments suggesting a hope that the CSMP would address congestion. While a CSMP indirectly impacts congestion by providing walking and biking alternatives to driving, congestion management does not fall under the scope of Complete Streets Planning. Congestion in Los Altos is being addressed in other planning efforts including citywide traffic modeling, Level of Service and Vehicle Miles Traveled planning projects, and Transportation Demand Management initiatives.

Discussion/Analysis

The Consulting team worked closely with City Staff to implement the feedback received from the Complete Streets Commission, the City Council, the Climate Action Planning Commission, City Staff, and the public. A summary of each chapter is below. Updates resulting from the recent round of revisions are described in **bold**.

Chapter 1: Introduction outlines the CSMP purpose. It includes the vision statement and goals to realize that vision. The chapter also includes performance measures so that progress toward reaching each goal can be evaluated on a regular basis and prompt adjustments to strategies in the plan. **New additions to this chapter include a “Quick Guide” for user reference, a List of Figures, a List of Tables, a List of Abbreviations, a Glossary of Terms, an Executive Summary, and a definition of a “Complete Street.”**

Chapter 2: Existing Conditions provides a brief inventory of present-day walking and bicycling conditions in Los Altos, including maps of existing bikeways, development patterns that encourage or discourage active modes of transportation, employment clusters and commute patterns. The chapter also examines the geographic distribution and factors leading to motor vehicle collisions with people walking and bicycling. **Updates to this chapter include minor text edits, and the addition of definitions of bikeway classifications.**



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Chapter 3: Community Engagement chronicles how stakeholders like the CSMP Task Force and Complete Streets Commission along with hundreds of community members participated in shaping the recommendations in the plan. **Updates to this chapter include minor text edits.**

Chapter 4: Safe Routes to School Plan includes updated maps for students to use to plan their walking or rolling routes to school. This chapter also includes school improvement maps that identify short-term and long-term roadway and street crossing improvements to improve safety near schools. **Updates to this chapter include minor text edits and reformatting of Infrastructure Improvement Plans for user-friendliness and legibility.**

Chapter 5: Recommended Improvements describes and maps the types of infrastructure projects the City should pursue to meet the needs identified through data analysis and community input. **Updates to this chapter include the toolbox of effective Complete Streets improvements, and reformatting of the tables for user-friendliness and legibility.**

Chapter 6: Programs explains the existing and proposed non-infrastructure programs that the City should lead or support. Programs were selected to encourage more people to walk and bicycle, educate them on how to do it safely, and evaluate how the City is meeting its goals. **Updates to this chapter include minor updates to program descriptions after coordination with GreenTown for accuracy, as well as other minor text edits.**

Chapter 7: Implementation presents a strategy to evaluate and prioritize projects based on the goals established in Chapter 1, with input from the community, CSMP Task Force, and Complete Streets Commission. **Updates to this chapter include the addition of a diagram of the project delivery process, explanation of the Prioritization Methodology, weighted criteria, expanded explanation of funding sources, and the addition of Complete Streets Design Guidelines.**

Appendix A: Community Survey Results provides the full results of the Community Survey. **No changes to this section.**

Appendix B: Bikeway Network Recommendations Table provides a table of bikeway recommendations categorized as high, medium, and low priority. **Tables have been reformatted for user-friendliness and legibility.**

Appendix C: Pedestrian Network Recommendations Table provides a table of pedestrian network (walkway) recommendations categorized as high, medium, and low priority. **No changes to this section.**



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Appendix D: Spot Improvement Recommendations Table provides a table of spot improvement (intersection crossing) recommendations categorized as high, medium, and low priority. **No changes to this section.**

Appendix E: Concept Plan Line Drawings presents visioning drawings for potential projects identified by City Council, Complete Streets Commission, and the City’s repaving plan. Concept plans were reviewed at three community meetings and published on the project website. Features of each concept plan that were largely supported by the community were included as specific recommendations in Chapter 5 and Appendices B, C, and D. **Changes to this section include the addition of background information including purpose of plan line drawings, how the streets were selected, how the drawings informed the Master Plan, a map of street locations, a table of which received support and which didn’t, as well as the date of the public outreach meeting in which they were discussed, and watermarks across drawings which will not move forward in order to reduce confusion.**

Some examples of added features are below.



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COMPLETE STREETS MASTER PLAN QUICK GUIDE

Topic	Where to find it
Plan Purpose	Chapter 1: Introduction
Vision Statement	
Goals	
Performance Measures	
Current Walking & Biking conditions	Chapter 2: Existing Conditions
Common Walking & Biking Destinations	
Employment/Commuting Patterns	
Vehicle Collision History	
Outreach Strategy	Chapter 3: Community Engagement and Appendix A: Community Survey Results
Project Website & Online Engagement	
Community Survey	
Complete Streets Master Plan Task Force Meetings	
Complete Streets Commission Meetings	
Community Workshops	Chapter 4: Safe Routes to School Plan
School Programs	
Suggested Routes to School Program Maps	
School Improvement Plans	



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ABBREVIATIONS

ADA: Americans with Disabilities Act of 1990

CSMP: Complete Streets Master Plan

PROWAG: Public Right-of-Way Accessibility Guidelines

SRTS: Safe Routes to School

GLOSSARY OF TERMS

Accessibility: In general, accessibility refers to destinations, infrastructure, or other important areas being easily reachable for all members of a community. It is critical transportation networks are accessible so that anyone, regardless of age, income, or physical ability is able to get where they need to go.

Active Transportation: Active transportation is any self-propelled, human-powered mode of transportation, such as walking or bicycling.¹

ADA and PROWAG: ADA Accessibility refers to whether or not something is accessible based on the parameters set by the Americans with Disabilities Act. It is commonly

¹Center for Disease Control: www.cdc.gov/healthyplaces/transportation/promote_strategy.htm#:~:text=Active%20transportation%20is%20any%20self.conditions%20in%20the%20United%20States.

referred to when assessing and developing transportation infrastructure. PROWAG refers to the Public Right-of-Way Accessibility Guidelines, which are under development, but not yet adopted. The guidelines set by PROWAG are more comprehensive, suitable for outdoor infrastructure, and ensure better access for more people.

Advance Yield Lines: Advance Yield Lines are triangular pavement markings placed in advance of a marked pedestrian crossing to alert motorists to the upcoming crossing. From the advance position, motorist visibility of the crosswalk is also improved. Advance yields have been shown to increase yield rates. Stop lanes are placed in advance of a stop sign and alert motorists of where they should stop. For an example image, see **page 110**.

Bike Boxes/Green Bike Lane Approach: Bike Boxes designate an area for bicyclists to queue in front of automobiles at signalized intersections. These designs increase visibility and reduce vehicle incursion into crosswalks. For an example image, see **page 108**.

Bike Lane: Dedicated lane for bicycle travel adjacent to traffic. Caltrans classifies Bike Lanes as Class II bikeways. For an example image, see **page 93**.

Bike Route: Signed bike routes on slow speed residential streets where bicyclists share the roadway with motor vehicles. Caltrans classifies Bike Routes as Class III bikeways. For an example image, see **page 93**.



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EXECUTIVE SUMMARY

What is the purpose of the plan?

The Los Altos Complete Streets Master Plan (CSMP) establishes a community-supported long term vision for improving walking and bicycling in Los Altos. Building from the City's previous Bicycle and Pedestrian Master Plans, this CSMP provides a strategy to develop a comprehensive bicycling and walking network to provide access to transit, schools, and downtown alongside support facilities like bicycle parking and pedestrian amenities. These network improvements are paired with education, encouragement, enforcement, and evaluation programs. This document also identifies a plan to implement these projects and programs through prioritization and phasing to ensure implementation is manageable and fundable. Future updates will be based on staff capacity and resources.

What is in the plan?

Chapter 1:

Introduction outlines the CSMP purpose. It includes the vision statement and goals to realize that vision. The chapter also includes performance measures so that progress toward reaching each goal can be evaluated on a regular basis and prompt adjustments to strategies in the plan.

Chapter 2:

Existing Conditions provides a brief inventory of present-day walking and bicycling conditions in Los Altos, including maps of

existing bikeways, development patterns that encourage or discourage active modes of transportation, employment clusters and commute patterns. The chapter also examines the geographic distribution and factors leading to motor vehicle collisions with people walking and bicycling.

Chapter 3:

Community Engagement chronicles how stakeholders like the CSMP Task Force and Complete Streets Commission along with hundreds of community members participated in shaping the recommendations in the plan.

Chapter 4:

Safe Routes to School Plan includes updated maps for students to use to plan their walking or rolling routes to school. This chapter also includes school improvement maps that identify short-term and long-term roadway and street crossing improvements to improve safety near schools.

Chapter 5:

Recommended Improvements describes and maps the types of infrastructure projects the City should pursue to meet the needs identified through data analysis and community input.



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PROJECT DELIVERY PROCESS

1

Budgeting

The city allocates money in its Capital Improvement Plan for priority projects in the CSMP. Additional funds are secured through external sources.

2

Engineering Analysis

Additional data is reviewed to determine final feasibility of recommendations in the CSMP. Modifications are made if necessary

3

Conceptual Design

The City starts the first phases of design with public input and completes the Project Approval and Environmental Document (PA&ED) phase.

4

Detailed Design

The City completes the design with public input by producing construction plans, specifications, and cost estimates (PS&E)

5

Construction & Maintenance

The City manages the construction of the project and notifies the public about progress. The City monitors the project for future maintenance needs.



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Pedestrian Spot Improvement Toolbox

ROADWAY DESIGN



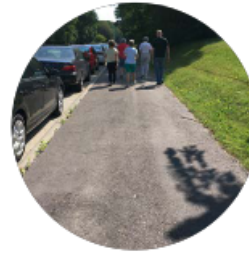
Curb Extension

Curb extensions, or bulb outs, are extensions of the sidewalk and curb at the corners of intersections. They shorten the roadway crossing distance and make pedestrians more visible to motorists. They can also help calm traffic by narrowing the travel lane, and provide additional space for plantings and street furnishings.



Curb Radius Reduction

Shorter turn radii at intersections shorten the crossing distance for pedestrians and require vehicles to turn more slowly.



Construct Sidewalk or Ped Walkway

Constructing a sidewalk or pedestrian walkway can provide important connections and improve walkability by providing comfortable routes to important destinations.



Modify Skewed Intersection

Skewed intersections can often be realigned to improve safety. This typically involves changing the angles where roads meet, introducing traffic circles or curb extensions, or reducing corner radii to increase visibility, predictability, and reduce speeds.



Neighborhood Traffic Circle

Neighborhood traffic circles are raised, circular islands placed in the middle of local roadway intersections that control turning movements and help reduce vehicle speeds by forcing slow turns in a predictable manner. Additional benefits include reductions in local air and noise pollution from the



Modern Roundabout

Modern roundabouts are intersections where drivers travel around a central island in a counterclockwise rotation. Outside traffic yields to traffic already inside the roundabout, which does not stop moving before exiting.



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Bikeway Toolbox



Shared-Use Path

Paths shared by people walking and biking that are completely separated from motor vehicle traffic. Caltrans classifies Shared Use Paths or Bike Paths as Class I bikeways.



Bike Lane

Dedicated lane for bicycle travel adjacent to traffic. Caltrans classifies Bike Lanes as Class II bikeways.



Buffered Bike Lane

Dedicated lane for bicycle travel separated from traffic by a painted buffer. Caltrans classifies Buffered Bike Lanes as Class II bikeways.



Bike Route

Signed bike routes on slow speed residential streets where bicyclists share the roadway with motor vehicles. Caltrans classifies Bike Routes as Class III bikeways.



Separated Bikeway

On-street bike lane separated from motor vehicle traffic by curb, median, planters, parking, or other physical barrier. The bikeway could be on either side of the street or combined to one side. These facilities are also known as Cycle Tracks. Caltrans classifies Separated Bikeways as Class IV bikeways.

Recommendation

Receive the update on the Final Draft Complete Streets Master Plan, including edits and additional materials and sections. Adopt the Final Draft Plan.