



STUDY SESSION

Agenda Item # 1

Meeting Date: November 9, 2021

Subject: Study Session for Complete Streets Master Plan

Prepared by: Marisa Lee, Transportation Services Manager

Reviewed by: James Sandoval, Engineering Services Director

Approved by: Gabriel Engeland, City Manager

Attachment(s): Draft Complete Streets Master Plan located at:
https://losaltoscompletestreets.com/wp-content/uploads/2021/08/LosAltos_CSMP_PublicDraft_v2.pdf

Initiated by: Transportation Division

Previous Council Consideration:

- City Council Project Award on May 12, 2020, Agenda Item #5

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). The project is currently on budget, with an amount of remaining budget reserved to facilitate a final round of revisions after comments from the City Council and the public review period have been received. This City Council Study Session is to receive an update and provide comments on the Draft Report of the CSMP, with no additional fiscal impact for receipt and approval of the Final Report.

Environmental Review:

Categorically exempt due to CEQA Guidelines §15262 – Feasibility and Planning Studies, §15301 (c) – 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 support the visions and criteria used to guide the development of the Complete Streets Master Plan? Does the Council support the recommendations within the Complete Streets Master Plan focused on Future Bicycle & Pedestrian Networks, Suggested Walking & Biking Routes to Schools, and Concept Visioning Plans to help initiate planning discussions with residents for future street improvements?

City Manager

GE

Reviewed By:

City Attorney

JH

Finance Director

JF



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Summary:

- The 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, and a
 - Summary of community outreach conducted to develop the Final Draft of the Plan.

Staff Recommendation:

Receive the update on the Draft Complete Streets Master Plan, including the process for plan development, the public outreach process, and the vision and criteria that informed the recommendations. Provide comments on the Draft Plan.



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Purpose

The Draft Complete Streets Master Plan establishes 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 identifies a plan to implement these projects and programs through prioritization and phasing to ensure implementation is manageable and fundable. The Implementation section contains guidance and strategy to evaluate and prioritize projects based on the goals and ranking criteria established in Chapter 1. The goals and ranking criteria were carefully developed and refined with input from the community, the CSMP Task Force, and the Complete Streets Commission. The framework and weight system provided by the goals and ranking criteria were applied to each potential project to determine the recommended prioritization. The community and the CSC were then asked to review the prioritized projects, to include projects that were qualitatively important to the community that the algorithm may have missed. The prioritization methodology additionally recommends strategically aligning CSMP projects with the City’s street resurfacing program, as well as prioritizing streets that will create the “Los Altos Loop” – an interconnected crosstown network that utilizes low-stress streets and high-quality bikeways.

The system of prioritization provides guidance on the most effective use of available funds, as all projects in the CSMP are competing for limited funding. A summary table of priority projects is included, along with cost estimates for these projects. The plan includes potential funding sources, including local, regional, state, and federal grants, and opportunities for requiring improvements as a condition of approval during the development process where there is a nexus with transportation impacts.

The Complete Streets Master Plan will serve as the City’s vision and planning document for Complete Streets projects over the next 5-7 years. The plan merges and updates the City’s Bicycle Transportation Plan (2012) and Pedestrian Master Plan (2015) with a specific focus on creating Future Network Maps for each travel mode.

The plan also includes new suggested 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 focused on improving walking, biking, and driving infrastructure surrounding each school (12 total).



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Finally, the plan includes 20 Concept Plan Line drawings that 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, which resulted in a list of final recommended locations presented to the City Council at its January 28, 2020 meeting. Council reviewed the list of proposed locations in the area focused behind Los Altos High School, those locations were added to the final list of Concept Plan Line Drawing locations.

The Concept Plan Line drawings 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.

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.



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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.

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.

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.

Appendix A: Community Survey Results provides the full results of the Community Survey.

Appendix B: Bikeway Network Recommendations Table provides a table of bikeway recommendations categorized as high, medium, and low priority.

Appendix C: Pedestrian Network Recommendations Table provides a table of pedestrian network (walkway) recommendations categorized as high, medium, and low priority.

Appendix D: Spot Improvement Recommendations Table provides a table of spot improvement (intersection crossing) recommendations categorized as high, medium, and low priority.

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.

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 2020 due to staff turnover in the Transportation Division. Accordingly, the City initiated the project with Alta Planning + Design in October 2020.

During the Fall of 2020 Alta Planning + Design focused on data collection, basemap development and field observations. Beginning in January 2021 the Complete Streets Commission met monthly with City and Alta Planning + Design staff during its regular and



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special study sessions to develop the Draft Final – Los Altos Complete Streets Master Plan project.

As part of public outreach for the Complete Streets Master Plan project the City launched a public web portal: www.LosAltosCompleteStreets.com

The project website was used as the primary tool to share project information with the Los Altos Community. The website was advertised in the Los Altos Town Crier at the initiation of the project to involve the community, including a citywide mailer and advertisement on the city website.

The project website included an Interactive Map Tool that allowed residents to drop pins on a map and both comment as well as categorize (bike/ped/school/traffic). It also allowed residents to view and “like” comments from other residents. The online mapping tool received over 2,200 comments and likes on the project website. These comments were used to develop recommendations within the Complete Streets Master Plan.

The Complete Streets Commission received the Draft Final – Los Altos Complete Streets Master Plan during its September 29, 2021 meeting. The commission voted unanimously to forward the Plan to City Council for a Study Session.

Discussion/Analysis

The Consulting team worked closely with the Complete Streets Commission and City Staff to establish the framework for the Complete Streets Master Plan through the establishment of visions, goals, and criteria for plan development and future project selection and prioritization. The vision statement and criteria outlined below are based on City goals, as well as the Complete Streets policy goals of safe, convenient, and comfortable travel and access for users of all ages and abilities, regardless of their mode of transportation. The establishment of vision and criteria early in the plan development process guided and informed the development of the Plan and the selection of priority projects for implementation.

Los Altos – Complete Streets Master Plan Vision Statement:

Our community-focused and sustainable streets empower people of all ages and abilities to access destinations comfortably, safely, and conveniently, regardless of their mode of transportation.



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Bicycle and Pedestrian Projects – Ranking Criteria:

No.	Criteria Definition	Ranking Percentage
1	Connectivity & Access Projects that close gaps in pedestrian networks or ensure connectivity to new or planned developments or schools; Projects that connect facilities near a major transit stop, school, trail, library, grocery store, or large employer.	25%
2	Safe Routes to Schools Projects should be along at least one suggested route to school. Prioritize projects that introduce facilities along suggested routes to school that do not currently exist.	20%
3	Community Identified Priority Projects identified through multiple public engagement efforts with unique stakeholders.	15%
4	Comfort Projects that provide greater separation between motorists and bicycle-pedestrian uses, reduce vehicle speeds, or improve crossing opportunities across higher speed and volume streets.	10%
5	Feasibility Projects that have a lower cost relative to all planning-level cost estimates and with no additional right-of-way constraints.	10%
6	Safety Projects that are within 250-FT of at least one bicycle-pedestrian involved collision locations or provide alternative routes to higher frequency collision locations.	10%
7	Equity Projects that expand the geographic coverage of the City’s Complete Streets network.	10%



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Each of the projects identified in Chapters 5 and 7 – Recommended Improvements of the Complete Streets Master Plan were measured against the ranking criteria at the request of the Complete Streets Commission.

While some projects will be implemented as part of the City’s Annual Street Surfacing Program, other projects will require separate funding and be implemented independently. The ranking criteria serves as a guide to help advance project implementation and may also influence future street selection in the Annual Street Resurfacing Program.

The Los Altos – Complete Streets Master Plan includes four (4) primary areas of development:

1) Bicycle & Pedestrian Transportation Plan

The City historically had separate Master Plan documents for bicycle and pedestrian transportation modes. The “Bike Plan” was last updated in 2012 and the “Pedestrian Plan” initiated in 2015. Bike Plans are typically updated every 5 to 7 years to be considered “current” and to be eligible for grant funding.

The Complete Streets Master Plan merges and updates both the bicycle and pedestrian transportation plans to ensure that recommended networks and projects are in line with one another and to recommend projects that consider both travel modes. Projects implemented since the initiation of the Complete Streets Master Plan strive to balance bicycle, pedestrian, and vehicle modes with an emphasis on safety for school commutes. Projects built or under development since the start of the Complete Streets Master Plan development include:

- | | |
|---|-----------------------|
| • Almond Avenue Two-Way Bicycle Cycletrack
(San Antonio Road to El Monte Avenue) | Construction Complete |
| • Covington Road Bike Route
(El Monte Avenue to Miramonte Avenue) | Construction Complete |
| • El Monte Sidewalk Gap Closure
(Clark Avenue to Almond Avenue) | Construction Complete |
| • Campbell Avenue Bike Route
(Cuesta Drive to Fremont Avenue) | Under Construction |
| • Fremont Avenue Bike Lanes
(Springer Road to Dolores Avenue) | Under Construction |
| • Eastwood Drive Bike Routes
(Miramonte Avenue to Covington Road) | Under Construction |



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- St Joseph Avenue Bike Lanes/Routes (Entire Length, Foothill Exp to Rancho San Antonio) Active Design
- Eva Avenue Bike Routes (Granger Avenue to St Joseph Avenue) Active Design
- El Camino Real (Caltrans Design Effort) (Entire Length through Los Altos) Active Design



Figure 1.

Complete Streets Project Sample in Los Altos guided through the CSMP Vision.

El Monte Avenue from Almond Avenue to Clark Avenue.

Bicycle & Pedestrian zones buffered from adjacent vehicle traffic by low profile curbs.

The proposed Bicycle and Pedestrian Network of the Complete Streets Master Plan aligns with the Suggested Route to School (SR2S) “Walk n Roll” Maps, something the prior 2012 Bike Plan did not do. The Pedestrian Network of the Complete Streets Master Plan was also expanded so that sidewalk gap closure and future shared bicycle-pedestrian pathways align with school routes.



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Figure 2.

Proposed Los Altos Bicycle Network Map highlighting existing and proposed facilities.



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2) Suggested Route to School Maps

The City last updated its suggested Walk n Roll Maps in 2012 but only for schools within the Los Altos School District. The Complete Streets Master Plan study updated the prior maps and created new Walk n Roll Maps for schools that service Los Altos and are located within another district. A total of seventeen (17) Walk n Roll Maps are now available and have been printed and distributed in partnership with Los Altos School District, Cupertino Unified School District, and Fremont Unified High School District.

The new Walk n Roll Maps were reviewed by each of the service school districts. The Cupertino Unified District held focused community outreach meetings with residents in South Los Altos for both Montclair School and Cupertino Middle School.

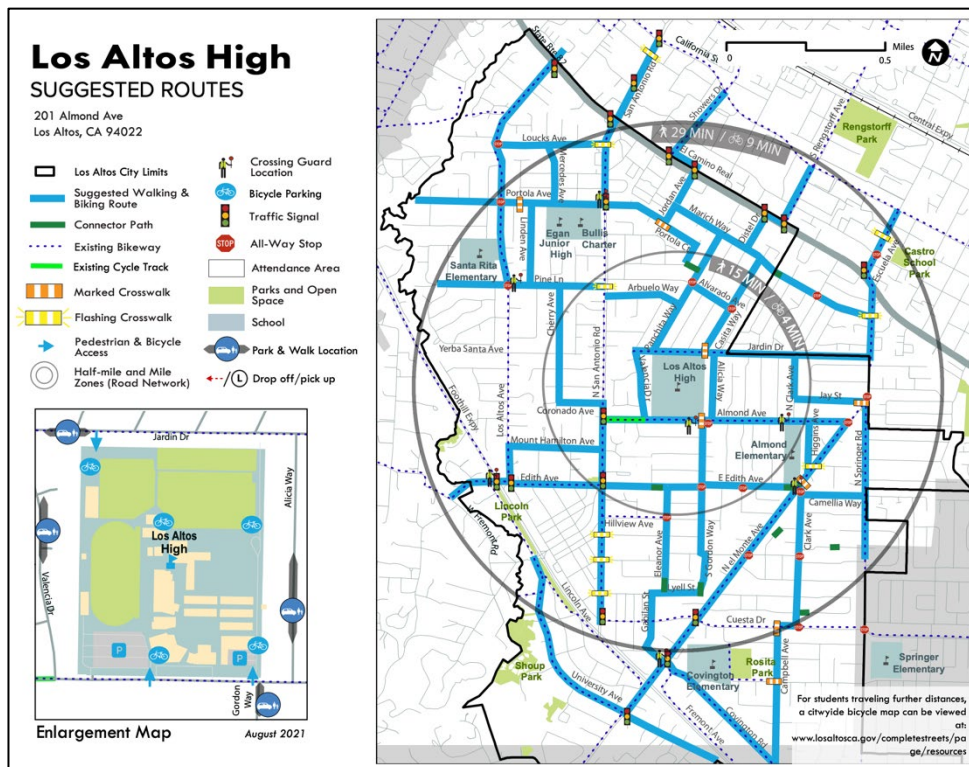


Figure 3. Sample of new Walk n Roll Map for Los Altos High School.



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In a separate outreach effort, the City also helped fund a new web portal and mobile app solution to help promote the City's new Walk n Roll Maps:



The SchoolRoutes.org iOS mobile app was available at the time of the development of this Staff Report and the Android mobile app will be available by the discussion of this item.

In addition to the Walk n Roll Maps, the project also developed School Improvement Maps that identify near-term and long-term (CIP) improvements. The City Council funded \$300,000 in the Fiscal Year 2021-22 Traffic Impact Fee fund in a new CIP Project to help implement the near-term improvement recommendations: TS-01060, SR2S Improvement Projects.

With local schools now conducting in-person learning, City staff is conducting follow-up field reviews of all the School Improvement Map recommendations to identify any additional improvement options that could not be identified in the Spring 2021 when the initial maps were prepared but schools were operating in an online format. Follow-up field reviews are scheduled for completion by October 2021 and the first draft of Improvement Maps is scheduled for review by the Complete Streets Commission in November 2021.

Walk n Roll Maps for the following schools are now available on the SchoolRoutes.org web portal and mobile app, the Complete Streets Master Plan website (www.LosAltosCompleteStreets.com), and in hard copy format at each school.

- | | | | |
|---|---------------------------|----|--------------------------|
| 1 | Almond Elementary* | 10 | Montclair Elementary* |
| 2 | Covington Elementary* | 12 | Stevens Creek Elementary |
| 3 | Gardner Bullis Elementary | 12 | West Valley Elementary |
| 4 | Loyola Elementary* | 13 | Cupertino Middle School |
| 5 | Oak Avenue Elementary* | 14 | Kennedy Middle School |
| 6 | Santa Rita Elementary* | 15 | Homestead High School |
| 7 | Springer Elementary* | 16 | Los Altos High School* |



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|----------------------------|----------------------------|
| 8 Blach Middle School* | 17 Monta Vista High School |
| 9 Egan Junior High School* | |

* Denotes Schools for which School Improvement Maps were also prepared as part of the CSMP.

3) Concept Plan Line Drawings

Staff from the City collaborated with and Alta Planning + Design and Traffic Patterns to develop Concept Plan Line drawings to initiate discussions with residents in areas where future projects may be considered and active projects now currently under construction. The Complete Streets Master Plan process served as the common outreach platform to educate residents on Complete Streets activities in the city.

All of the corridors that were analyzed as part of the Concept Plan Line Drawing task are noted below, along with their current status.

No.	Concept Plan Line Location	Current Status
1	Almond Ave (San Antonio Rd to El Monte Ave)	Construction Complete
2	Alvarado Ave (San Antonio Rd to Casita Way)	Concept Plan Drawing
3	Casita Wy (Jardin Dr to March Wy)	Concept Plan Drawing
4	Clark Ave (El Monte Ave to Cuesta Dr)	Concept Plan Drawing
5A	Covington Rd Phase 1 (El Monte Ave to Springer Rd)	Construction Complete
5B	Covington Rd Phase 2 (Springer Rd to Miramonte Ave)	Construction Complete
5C	Covington Rd Phase 3 (Miramonte Ave to Grant Rd)	Concept Plan Drawing
6	Distel Dr (Jardin Dr to El Camino Real)	Concept Plan Drawing
7	El Camino Real (Entire City Limits)	Active Design by Caltrans
8	Gordon Way (Almond Ave to Hawthorn Ave)	Concept Plan Drawing
9	Grant Rd (Foothill Exp to Homestead Rd)	Concept Plan Drawing
10	Jardin Dr (Valencia Dr to Alicia Wy)	Concept Plan Drawing
11	Los Ninos Wy (Jardin Dr to Marich Wy)	Concept Plan Drawing
12	Loyola Corners (Fremont Ave-Miramonte Ave-A St)	Concept Plan Drawing
13	Marich Wy (Jordan Ave to Casita Wy)	Concept Plan Drawing
14	Panchita Way (Jardn Dr to Marich Wy)	Concept Plan Drawing
15	Valencia Dr (Arbuelo Dr to Marich Wy)	Concept Plan Drawing
16	St Joseph Ave (Foothill Exp to Rancho San Antonio Park)	Concept Plan Drawing
17	Campbell Ave (Cuesta Drive to Fremont Ave)*	Active Construction



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18	Fremont Ave (Springer Rd to Dolores Ave)*	<i>Active Construction</i>
19	El Monte Ave (Almond Ave to Clark Ave)	<i>Active Construction</i>
20	Miramonte Ave & Berry Ave Intersection	Concept Plan Drawing

* Denotes locations added to CSMP Project as part of the 2021 Street Resurfacing Program, now Under Construction.

One of the largest benefits of the CSMP project is the delivery of the Concept Plan Line drawings. While most drawings will require further refinement with focused community outreach, the plans can be the starting point for Signage & Striping Plans that can be implemented as part of the City’s Street Resurfacing Program.

The city has already realized transformation as part of the CSMP process with Complete Streets focused improvements on Almond Avenue and Covington Road, both corridors built as part of the Summer 2020 street resurfacing program. In the current Summer 2021 street resurfacing program the City will implement additional complete streets measures along El Monte Avenue, Campbell Avenue, and Fremont Avenue, all projects currently under construction.

4) Community Engagement

The Complete Streets Master Plan was developed through an extensive community outreach process that included a total of 19 meetings, including monthly meetings with the Complete Streets Commission. An Ad Hoc Complete Streets Task Force that met a total of four (4) times also helped shape recommendations included within the Plan.

Three of the early outreach meetings focused on presentation of the Concept Plan Line drawings with focused outreach to neighborhoods where drawings were being prepared. Outreach notification included weekly advertising in the Los Altos Town Crier, mailers to all residences and business within 1,000-FT of study areas, and the placement of Notice Boards in the field. The Notice Boards and mailers were the main tools used identified by residents as the notice method that made them aware of meetings.

The online Interactive Web Tool allowed residents to pin-point their areas of concern or project suggestions directly and allowed residents to view and “Like” the suggestions made by other community members. A Community Survey on the project web portal also helped the City collect information on the community’s perception of safety and comfort in the use of existing public facilities.



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At the initiation of the project the Complete Streets Commission requested a focused effort in the development of a Vision Statement of the project and the development of Ranking Criteria for which future projects would be measured against to help prioritize project implementation. The City was able to work with Alta Planning + Design to complete these tasks within the current project budget through cost savings realized in the Concept Plan Line drawing task.



Recommendation

Receive the update on the Draft Complete Streets Master Plan, including the process for plan development, the public outreach process, and the vision and criteria that informed the recommendations. Provide comments on the Draft Plan.