



Town of Los Altos Hills
CIRCULATION & SCENIC ROADWAYS
ELEMENT

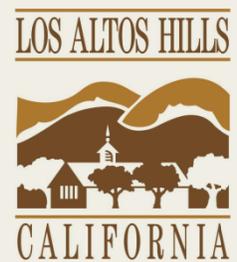


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INTRODUCTION

101. Purpose-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. The goal of this element is to encourage designs that enhance safety for all users in balance with the preservation of the semi-rural residential 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 Interstate 280 through Town in the 1960s resulted in added pressure on the local roadway system. In addition, commercial and industrial development in Palo Alto and on Stanford University lands has resulted in increased through traffic on Town streets. Being that the roadway system and land in the Town is substantially built out, such traffic increases are likely to impact the Town's existing residents.
103. State Requirements-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) states that upon any substantive revisions of the Circulation Element, the legislative body shall modify the Circulation Element to plan for a balanced, multimodal transportation network that meets the needs of all users of streets, roads and highways for safe and convenient travel in a manner that is suitable to the rural suburban or urban context of the General Plan. Based on this requirement, the Town seeks to incorporate locally appropriate Complete Streets guidelines into the Circulation Element. The term "complete streets" refers to a transportation network designed and operated to encourage enhanced safety together with attractive, and comfortable access and travel for all users in a well-balanced manner suitable to the Town's semi-rural character.
105. Existing Conditions-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 right-of-ways 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 Community College located just west of Interstate Highway 280 (I-280) at El Monte Road, religious facilities and public facilities such as Town Hall, the Town corporation yard, parks, and a fire station. Figure C-1 depicts the 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 and employment opportunities are similarly scattered throughout the region within 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, as feeder buses and shuttle systems to the Bay Area's overall mass transit network (Caltrain, SamTrans, VTA, BART, etc.) 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 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 in the vicinity of the primary connections from I-280 to the Town's road system. These include Page Mill Expressway, Arastradero Road, El Monte Road and Magdalena Avenue. 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 enhanced levels of safety for all users. 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 will continue to actively review and provide input to 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.



Directional sign at El Monte Road and Moody Road

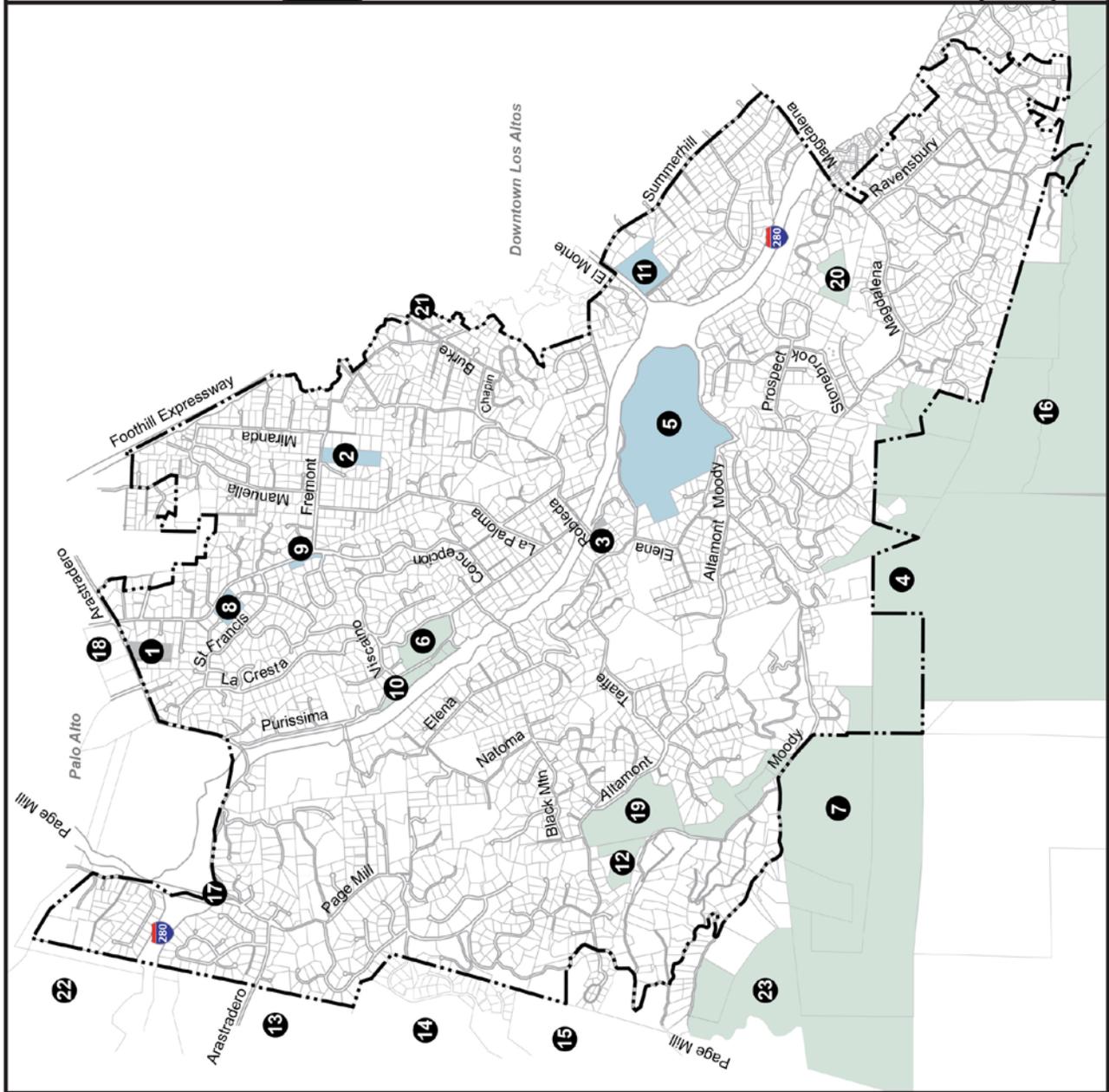


NON-RESIDENTIAL DESTINATIONS

- City Limit
- 1 Congregation Beth-Am
- 2 Gardner Bullis School
- 3 St. Lukes Chapel in the Hills
- 4 Duveneck Windmill Pasture
- 5 Foothill College
- 6 Fremont Hills Country Club
- 7 Hidden Villa Open Space
- 8 Pinewood School (upper campus)
- 9 Town Hall & Purissima Hills Water District
- 10 Town Riding Ring, Little League Fields
- 11 St. Nicholas Catholic School
- 12 Westwind Community Barn
- 13 Arastradero Preserve
- 14 Palo Alto Hills Golf & Country Club
- 15 Foothills Park
- 16 Rancho San Antonio Open Space Preserve
- 17 Page Mill Road Park-and-Ride
- 18 Stanford Research Park
- 19 Byrne Preserve
- 20 Juan Prado Mesa Preserve
- 21 Shoup Park
- 22 Stanford Lands
- 23 Foothills Open Space Preserve



Figure C-1



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 state;
- In a safe condition;
- As a part of a transportation network that meets the needs of all users;
- In a condition that discourages through-traffic; and
- As a road system that accepts 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, bicyclists, 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 with its semi-rural 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.

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 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 between Edith Avenue and Arastradero Road

113. **Arterials.** This classification is defined as a traffic way 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.

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

Town Road Mileage by Classification

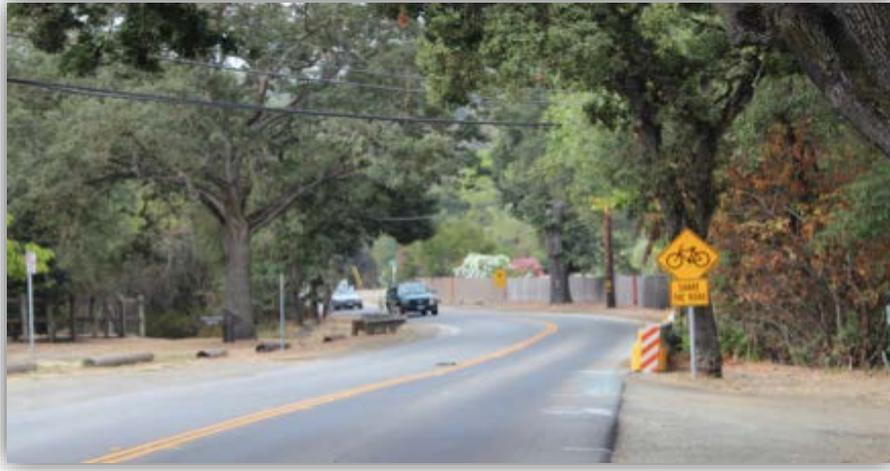
Source: M-Group-(2013) and Santa Clara Valley Transportation Authority GIS Data (2009)

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:

- Portions of 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 off-road path connections for non-motorized travel (bikes, pedestrians, equestrians, etc.) where appropriate easements are provided. Figure C-4 in the Emergency Vehicle Access section shows the location of the Town’s existing network of emergency roads.



Page Mill Road near Arastradero Road (collector road)



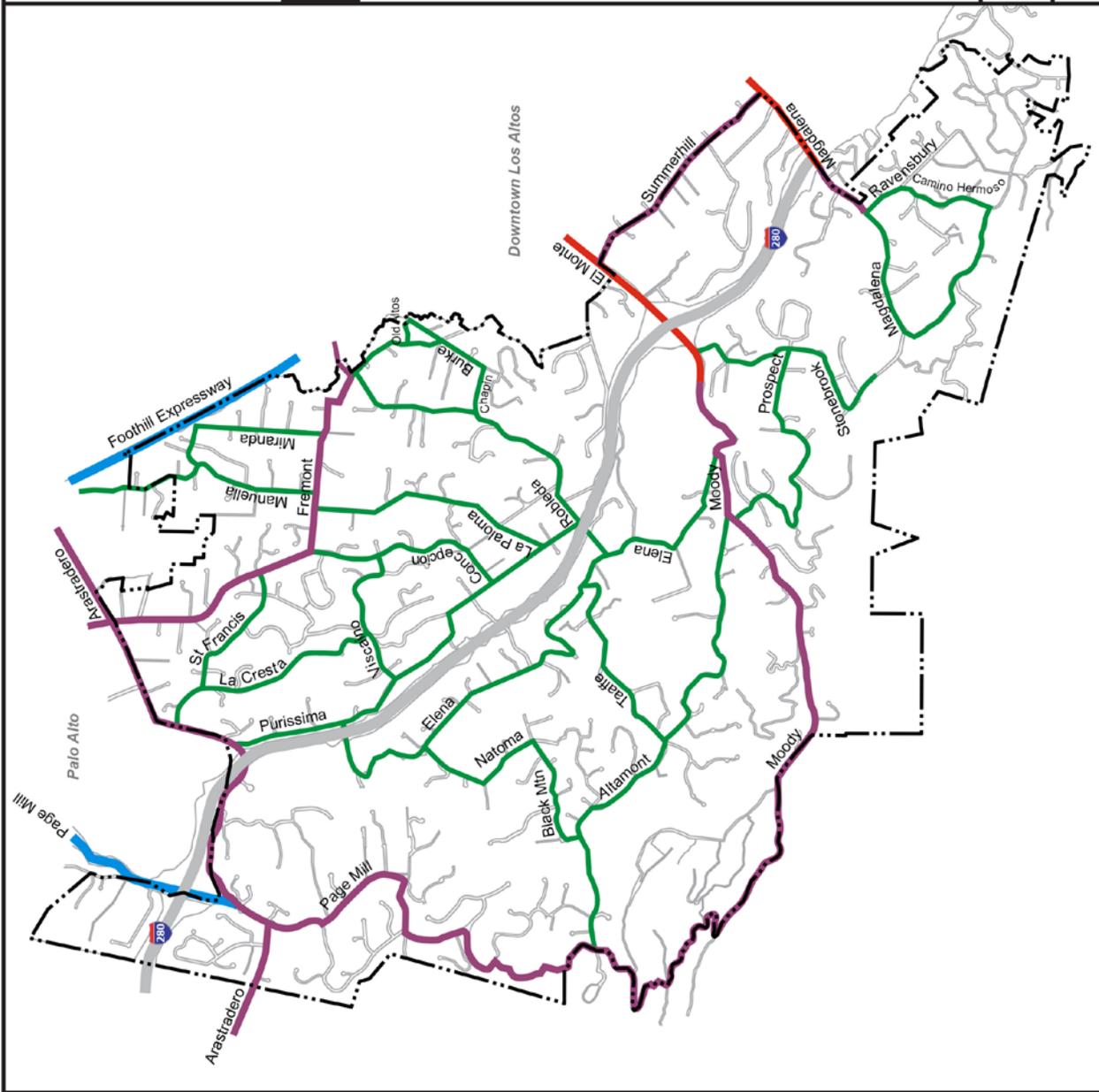
ROADWAY CLASSIFICATIONS

- Local
- Neighborhood Connector
- Collector
- Arterial
- Expressway
- Freeway
- City Limit



0 750 1,500 3,000
Scale in Feet

Figure C-2



GOAL 2

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

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- Policy 2.1 Provide adequate space in public right-of-ways to accommodate semi-rural roadways, pathways, utilities, drainage, and vegetative buffers.
- Policy 2.2 Through traffic should remain on non-residential thoroughfares (i.e. freeways, expressways, 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 The intensity of existing or proposed land uses shall not provide justification for widening roadway pavement widths.
- Policy 2.6 New or expanding development that will impact a road, whether private or public, should 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 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 2.2 Identify existing and desirable emergency access connections.

Program 2.3 Continue a roadway maintenance program, based on an ongoing Pavement Management Program (for example the Metropolitan Transportation Commission's Pavement Management Program). Implement this program through the Town's annual Capital Improvement Program budget.



Narrow paved roadway and roadside pathway along Concepcion Road

COMPLETE STREETS, ROADWAYS AND PATHWAYS

116. The term “Complete Streets” refers to a transportation network 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 in a well-balanced manner suitable to the Town’s semi-rural character.
117. The Complete Streets concept recognizes that a transportation network should account for multiple users with different abilities. In Los Altos Hills, the extensive pathway system in conjunction with the streets and roadways have accommodated the full range of users since the Town’s inception.
118. Los Altos Hills has a very low density, rural residential setting, so the implementation of Complete Streets policies will differ from that in other more urban communities. Some of the factors unique to Los Altos Hills with regards to Complete Streets include:
- Relatively narrow, winding roadways which make implementation of complete street elements such as separate designated bike lanes very difficult and cost prohibitive on most roadways within the community;
 - A rural development pattern established over the past 60 years that includes roads with no paved sidewalks, natural vegetated shoulders along many roads, and an extensive roadside pathway system utilizing natural materials that serves multiple users (pedestrians, bicyclists and equestrians);
 - A primarily rural residential community with no commercial or industrial zoned land and a very limited number of non-residential uses with only one substantial employment center (Foothill College);
 - A completely built-out roadway network with no future expansions planned or anticipated other than new local residential streets for new housing subdivisions;
 - The location of all primary and secondary schools on collector and arterial streets near the edge of the Town’s limits;
 - No streetlights or signalized intersections within Town limits except on El Monte Road at the Foothill College entrance, at Stonebrook Drive and at Voorhees Drive;
 - Recreational bicyclists utilizing the roadway network.

GOAL 3

Provide “Complete Streets” that meet the needs of all users, consistent with the other goals, objectives, and policies of this plan.

Policy 3.1 In all roadway projects, consider how the project will fit within the overall network of 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, roadway shoulders, shared roadways and bike lanes where appropriate (Figure C-3).

Policy 3.3 Provide routes for walking or bicycling to school that are designed to encourage safety and are in keeping with the Town’s semi-rural character.

Program 3.1 Consider Complete Streets guidelines in the planning, design, and approval of street, roadway and pathway projects.

Program 3.2 Consider Complete Streets guidelines in the operation, construction, reconstruction, retrofit, maintenance, alteration, and repair of streets and bridges.

Program 3.3 Explore partnering 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 is fully accessible to



persons with disabilities.

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 as outlined in the Valley Transportation Plan 2040.



Multi-use roadside pathways recently constructed along Fremont Road.
Bike pathway is on the left side of the road – Pedestrian/equestrian pathway is on the right side



Pathway adjacent to Town Hall

PRIVATE ROADWAYS

119. Private roads account for approximately one third of the length and number of all roads in the Town's road system.

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 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 among 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.

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- Policy 4.1 Private roadways should be accepted as public when requested by affected property owners, provided 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 among 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 a policy 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, should have minimal impact on grades and vegetation, and should be designed to provide 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 should generally not exceed a maximum grade of fifteen percent in order to allow for safe travel, including access for 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.
- 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 standards for allowed minimum widths and maximum grades 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 their use and the nature of the terrain. The Town has designated two types of bikeways within the Town limits: Regional and local (see Figure C-3).
123. **Regional Bikeways.** Regional bikeways are designed to provide bicycle routes for commuting from residential areas to employment centers and to provide bicycle links between communities. These bikeways are generally designated as either Class I (roadside paved dedicated bike path) or Class II bicycle facilities (marked

and signed bike lane on paved road shoulder). Typical users of regional bikeways are bicycle commuters and experienced recreational cyclists. Arastradero Road, El Monte Road, Old Page Mill Road and Page Mill Road east of Baleri Ranch Road are designated as regional bikeways. These regional bikeways correspond to the County of Santa Clara regional bikeways map which also includes Foothill Expressway and Magdalena Avenue (roadways at the perimeter of the Town but not within Los Altos Hills jurisdiction). With the exception of small sections of Page Mill Road and El Monte Road, the designated regional bikeways within the Town limits are either Class I or Class II bikeways.

The following provides a summary of the existing bicycle facilities on the designated regional bikeways within Los Altos Hills:



Arastradero Road - Class II bikeway in both directions from the Page Mill Road to Purissima Road. Class I bikeway from Purissima Road to the Palo Alto City limits.

El Monte Road – Class I bikeway from Moody/Elena Road to Foothill College entrance. Shared bicycle and pedestrian path down the middle of the

roadway between Foothill College and Voorhees Drive (includes the I-280 freeway interchange) with unmarked paved shoulders with “Share the Road” signage located at the beginning of the freeway interchange. Unsigned and unmarked paved shoulders from Voorhees Drive to the Los Altos City Limits.



Old Page Mill Road - Very low-volume residential roadway that provides a two-way bypass for the Page Mill Expressway. No bicycle facility signage or road markings.

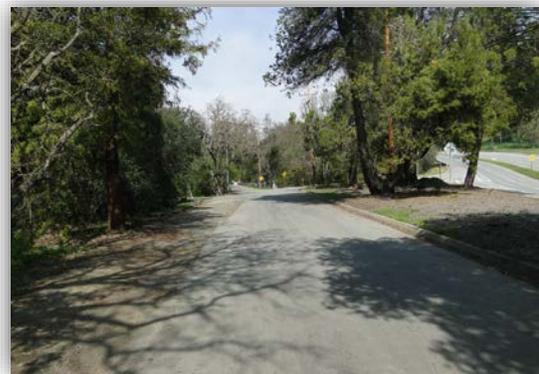
Page Mill Road - Narrow roadway with no shoulders from Baleri Ranch Road to Berry Hill Court (approximately 0.1 miles) with “Share the Road” signage in westbound direction. Erosion from Matadero Creek has resulted in the placement

of concrete barriers which further restrict the roadway. Class II bike lane from Berry Hill Court to Arastradero Road in both directions. Class II bike lane on the westbound direction from Old Page Mill Road to Arastradero Road. Paved unmarked shoulder in the eastbound direction from Arastradero Road to the Palo Alto City limits.

124. **Local Bikeways.** Local bikeways are designated as unpaved roadside paths along neighborhood connector and collector roadways that provide local residents with a means of travel from one neighborhood to another, to local schools and parks, or to a regional bikeway. Typical users of local bikeways are Town residents and schoolchildren. Widening and/or striping of the paved roadway section on these neighborhood connector and collector roads for bike lanes is not contemplated because the cost to widen these roadways is prohibitive, the roadways wind through hillside terrain, and the established pathway system consists of multi-use, roadside pathways.



Class II Bike Lane on Page Mill Road at Berry Hill Court



Old Page Mill Road

In order to accommodate bicyclists, roadside pathways along both sides of the paved roadway would be constructed with one side designated for bicycles to separate those users from pedestrians and equestrians. Dual roadside pathways along Fremont Road from Conception Road to Miranda Road were recently completed using Town funds and a grant from the Safe Routes to School program in order to improve access to the public elementary school on Fremont Road. A second phase (included in the Valley Transportation Plan 2040), is planned for Fremont Road from Conception Road to Arastradero Road, which will provide improved access to a private school located on Fremont Road (see Figure C-3).

The Pathways Element in the General Plan currently designates pathways on both sides of the road on the following designated local bikeways:

- Fremont Road from Edith Avenue to Arastradero Road;
- La Paloma Road from Purissima Road to Fremont Road;
- Purissima Road from Robleda Road to Arastradero Road.

On Elena Road, where a pathway on both sides is not feasible, a wider, multi-use path should be provided on one side of the road or as an alternative, provide a dedicated local bikeway route through Foothill College.



Roadside Bike Path on Fremont Road



Widened Multi-use roadside Paved Path on Fremont Road

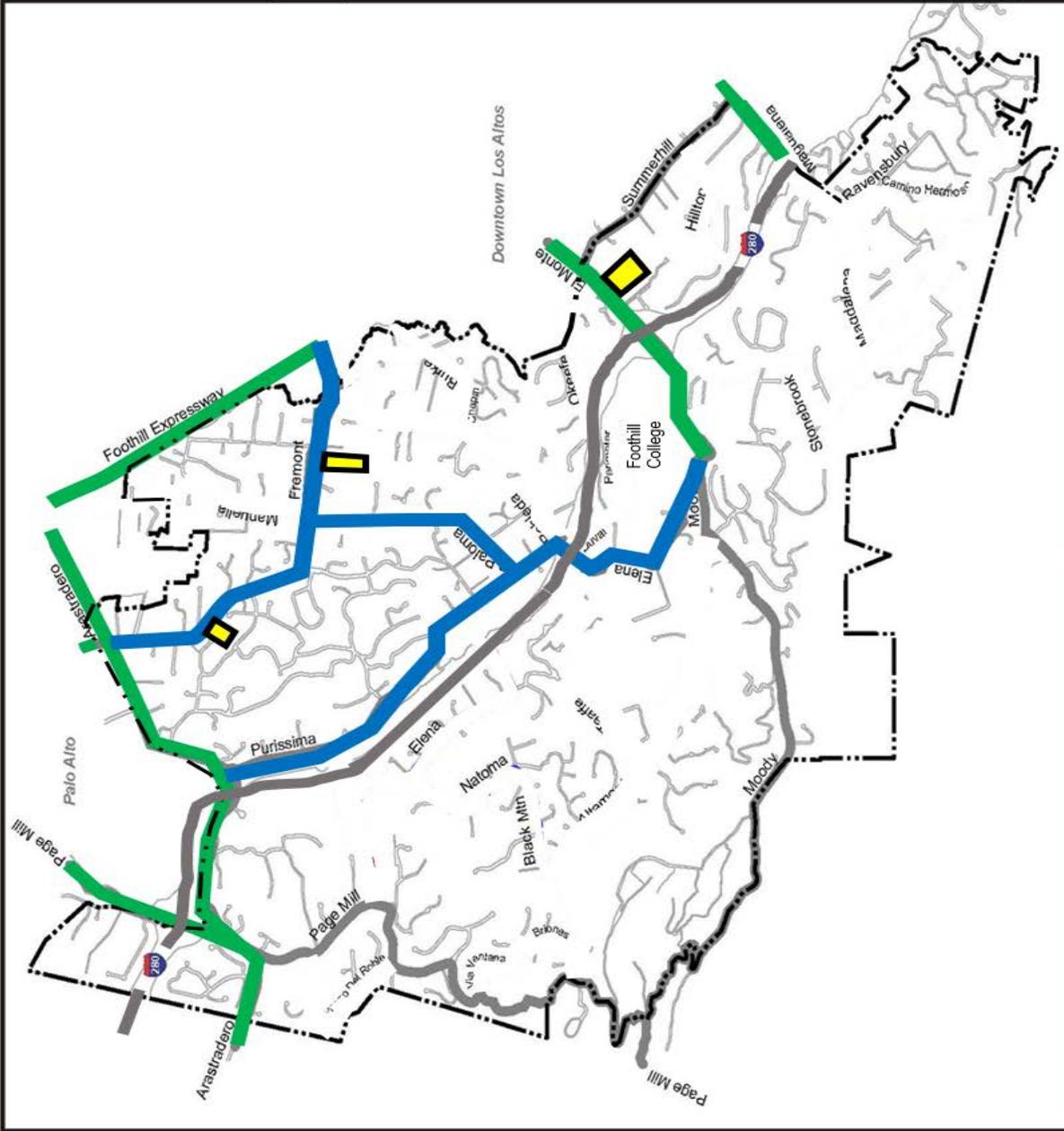


BIKEWAYS

- Regional
- Local
- City Limit
- Schools



Figure C-3



GOAL 6

Provide for well-maintained, safe bikeways that recognize and encourage safety for bicyclists throughout the Town.

Policy 6.1 Support the provision of safe bicycle routes that will encourage safety for bicyclists in balance with encouraging safety and reducing conflicts for all others users of the road.



Policy 6.2 The Town shall encourage bikeway connections to regional bikeways in adjacent jurisdictions.

Policy 6.3 The Town shall support connections to schools with local bikeways and paths that are designed in a manner to encourage safety

Policy 6.4 The pathway system should provide for off-road bicycle connections between roads where feasible on school access routes to enhance safe school access.

Program 6.1 Designated regional bikeways within the road right-of-ways may consist of either Class II bike lanes or Class I dedicated paved path separated from the roadway with clearly signed bike designations.

Program 6.2 Provide bicycle support facilities, such as lockers or racks, at Town buildings and open spaces, where and when a need is demonstrated.

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.

Program 6.4 Seek funding to stabilize and repair Page Mill Road near the bridge over Matadero Creek and upgrade the roadway to complete the bike lanes on Page Mill Road.

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.

Program 6.6 The Town shall coordinate with Caltrans on future bicycle facility improvements to the I-280/Page Mill Road and I-280/EI Monte Road interchanges.

PEDESTRIAN FACILITIES

125. The Town’s semi-rural setting 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. Pedestrian and equestrian paths are generally located along neighborhood connector and collector roads. In addition, off-road paths not only provide connections via easements, in critical areas where roads are not feasible, but also have intrinsic recreational value. The Town’s General Plan includes a separate Pathways Element, which thoroughly describes the types of pathways in town and identifies separate goals and policies related to the development and maintenance of the pathway system.

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 Consider improvements to pedestrian facilities through Safe Routes to Schools or comparable programs to improve pedestrian facilities oriented to school children.
- Program 7.4 Evaluate safe and convenient pedestrian and bicycle access in all roadway improvement projects, and avoid road improvements that will negatively 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 controls at existing controlled intersections, to allow residents improved access to through roads.
- Policy 8.3 Development of new homes, religious facilities, schools and other land uses shall include adequate provision for on-site parking to reduce the number of vehicles parked on Town roadways.
- Policy 8.4 Town roadway design standards shall emphasize rolled curbs or no curbs to provide a safer roadway edge for bicycling, where practical.
- Policy 8.5 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 repaving 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 to provide added room for slower moving bicyclists, provided that motorist and pedestrian 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



Page Mill Road near Matadero Creek Crossing

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.

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- 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 the 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 all users 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 (shall comply with MUTCD).
- 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.

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

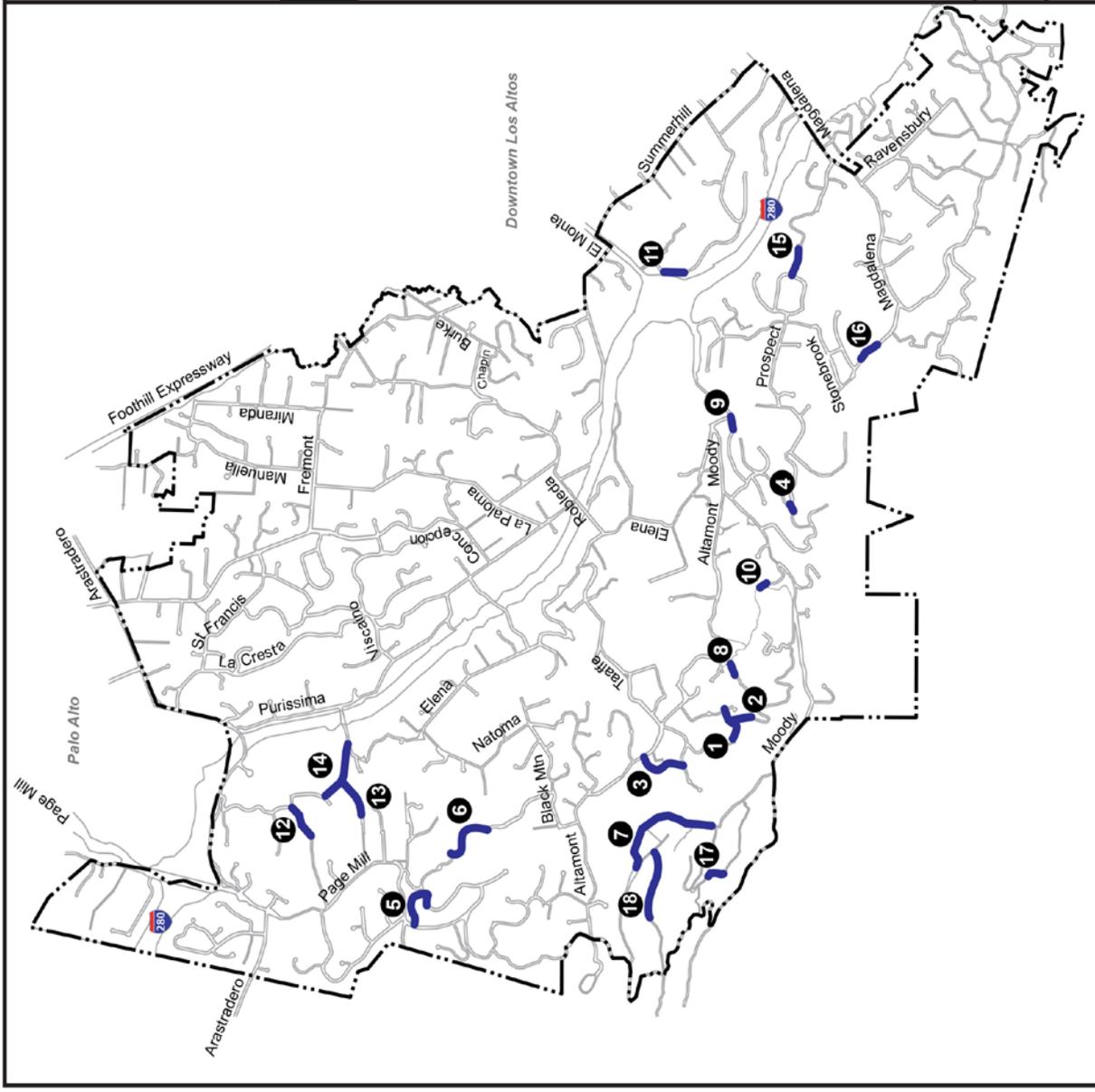


EMERGENCY ROAD CONNECTIONS

- Emergency Road Connections
- City Limit
- 1** Deersprings Wy to Julietta Ln
- 2** Julietta Ln to Chaparral Wy
- 3** Altamont Rd to Byrne Park Ln
- 4** Bassett Ln to Summit Wood Rd
- 5** Madero Creek Ln to Page Mill Rd
- 6** Edgerton Rd to Country Wy
- 7** Central Dr from Red Rock to Moody Ct
- 8** 26030 Altamont Rd to Chaparral Wy
- 9** Adobe Ln to El Monte Rd
- 10** Daughters of Charity Property to Old Snakey Rd
- 11** Clausen Ct to Barley Hill Rd
- 12** Saddle Mountain Dr to Moon Ln
- 13** Dead-end of Saddle Mountain Dr to Lupine Rd
- 14** Dead-end of Saddle Mountain Dr to Elena Rd
- 15** Dead-end of Dawson Dr to Oak Knoll Cir
- 16** Magdalena Rd to Quarry Hills Subdivision via Sherbrook Dr
- 17** Sherlock Rd to Sherlock Rd
- 18** Red Rock to Buena Vista



Figure C-4



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 to neighborhood residents for evacuation purposes or to provide for alternative access 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 the 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.

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 materials 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.

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- Policy 11.1 Drainage design should be generally compatible with semi-rural roadways, developed to complement existing drainage patterns, and consistent with “Guidelines and Standards for Land Use Near Streams” adopted by the Town in 2007.
 - Policy 11.2 Concrete channels and other drainage facilities that accelerate runoff shall be discouraged.
 - Policy 11.3 The drainage system shall not burden the natural waterways with road pollutants and silt.
 - Policy 11.4 Drainage shall not create safety hazards for pedestrians, equestrians, or bicyclists, or damage to adjacent properties.
 - Policy 11.5 Drainage shall minimize flooding and erosion impacts on adjacent private properties.
 - 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.
 - Policy 11.8 Utilities, including utility poles, fire hydrants, and utility meters, shall not impede the use 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

134. Local Bus Service-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 services for elementary and junior high school students who reside in Los Altos Hills within the district boundaries.
135. Express Bus Service-the VTA provides express service to Foothill College via Interstate 280 and provides access for Town residents to the Stanford Research Business Park, Palo Alto and points north. Service is also provided to the main transit hubs in Santa Clara Valley to the south.
136. Paratransit Service-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.
137. Park – and - Ride Facilities -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.

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.

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.

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

Program 12.6 Develop a policy to discourage commuter parking in and around residential neighborhoods.

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

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).

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.

139. 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, but no major expansions of the road network are planned. Many of the plans and policies of the City of Palo Alto and Stanford University 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.
140. City of Los Altos-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.

141. County of Santa Clara-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. In addition, the Town's bikeways align with the County's bikeways map.
142. Regional Transportation Issues-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.
143. Cut Through Traffic- 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.

144. Isolation of the Town Residents- 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.
145. I-280 Widening and Noise- 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 repaving 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 Altos Hills.

- Policy 13.1 The Town shall work with regional transportation agencies to coordinate roadway planning, and promote 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 and maintain a traffic calming guide for the implementation of traffic calming measures to discourage traffic from using local streets to bypass congested intersections.