



## STAFF REPORT

### Complete Streets Commission

**Meeting Date:** 7/11/2018  
**Staff Report Number:** 18-006-CSC

**Consent Calendar:** **Provide feedback on the Draft Belle Haven Neighborhood Traffic Calming Plan and implementation process to be recommended to the City Council for approval**

### Recommendation

Staff recommends the Complete Streets Commission provide feedback on the Draft Belle Haven Neighborhood Traffic Calming Plan (Plan) and implementation process to be recommended to the City Council for approval.

### Policy Issues

The development of the Plan and its implementation fulfill “Mitigation Measure TRA-3.1” of the Mitigation Monitoring and Reporting Program (MMRP) established in the Facebook Campus Expansion Project Final Environmental Impact Report (FEIR) approved in 2016. As it is a requirement of the MMRP, this effort is not identified in the 2018 Council Work Plan; it is considered part of staff’s baseline work.

### Background

On November 1 and November 15, 2016, the City Council completed actions to approve the Facebook Campus Expansion Project FEIR. The FEIR concluded that the proposed development would generate several significant and adverse environmental impacts and established a set of feasible mitigation measures to reduce the severity and magnitude of these impacts. To ensure successful implementation and monitoring of these mitigation measures, the FEIR established a MMRP. Hibiscus Properties, LLC on behalf of Facebook, identified as the Project Sponsor in the MMRP, is financially responsible for the development, design, and/or implementation of these measures.

One of the identified mitigation measures is the development, design, and implementation of a traffic calming plan for the Belle Haven neighborhood. The Plan is intended to address neighborhood cut-through traffic, through the use of traffic calming measures, as a result of future added traffic on major streets such as Bayfront Expressway, Marsh Road, and Willow Road.

Traffic calming measures generally consist of educational, enforcement, and physical measures to influence driver behavior. Physical measures can include, but are not limited to, speed humps, intersection or mid-block curb extensions, raised intersections, signing and striping, etc. The Belle Haven neighborhood is defined as the area bounded by Willow Road to the east, the Dumbarton Rail Corridor to the north, and US 101 to the south.

On October 17, 2017, the City Council approved the draft scope of work to initiate the study for the development of the Plan. Through community feedback, the scope of work was further amended to include the evaluation of the Ringwood Avenue and Van Buren Road intersection and the Beechwood School /

Onetta Harris Community Center parking lot. The study commenced immediately following approval of the scope and traffic data was collected in November/December 2017 and supplemented in early 2018.

Since the initiation of the study, traffic impacts to the Bayfront area and Belle Haven neighborhood have been exacerbated due to the number and severity of ongoing construction projects on Chrysler Drive, Independence Drive, Chilco Street and Constitution Drive proceeding simultaneously. Cut-through traffic has continued to worsen within the neighborhood as a result.

On June 19, 2018, in response to a request submitted by the Belle Haven residents on May 22, 2018, the City Council adopted a resolution authorizing the implementation of “no through traffic” signs at four critical entry points to the neighborhood to discourage cut-through traffic. All signs have been implemented.

In addition to these new signs, other traffic calming measures already implemented in the neighborhood include:

- Left turn restriction from southbound Chilco Street to eastbound Hamilton Avenue, during weekday evening commute hours
- Bulbouts at the intersection of Chilco Street and Hamilton Avenue
- Roadway closure on Henderson Avenue at Ivy Drive, Howard Street at Windermere Avenue, Windermere Avenue at Chilco Street, and Ivy Drive in front of the Belle Haven Branch Library
- Traffic circle at the intersection of Ivy Drive / Market Place / Ringwood Avenue
- Speed humps on Terminal Avenue, Henderson Avenue, Windermere Avenue, Hollyburne Avenue, Sevier Avenue, Madera Avenue, Carlton Avenue, and Pierce Road
- A 15 miles per hour (mph) school zone bounded by Hamilton Avenue, Chilco Street, Ivy Drive, and Almanor Avenue.

The Plan, as described below, recommends additional traffic calming measures and streetscape modifications to be considered to address the concerns raised by the neighborhood.

## **Analysis**

### Data collection and finding

For the study, a variety of transportation data was collected and requested. These include morning/mid-day/evening peak period intersection turning movement counts, average daily vehicular volume count, vehicular travel speed surveys, peak period vehicle classification surveys, and public transit ridership. Lastly, to properly identify the main routes used by cut-through vehicles, a comprehensive origin-destination survey was completed on two typical Tuesdays in December 2017, from 7:00 am to 10:00 am, 11:00 am to 2:00 pm, and 4:00 pm to 7:00 pm. The survey identifies cut-through vehicles by documenting the last few digits of the license plate of passing vehicles through all neighborhood entry points, including Chilco Street, Hamilton Avenue, Ivy Drive, Newbridge Street, and Pierce Road.

Based on the survey results, the noticeable cut-through routes for both the morning and evening peak hours are Ivy Drive and Newbridge Street, through Chilco Street. Hamilton Avenue carried minimal cut-through traffic; likely due to the existing no left turn restriction from southbound Chilco Street, as identified above. The summarized results are included in Attachment A. Chilco Street, Hamilton Avenue, Newbridge Street, and Pierce Road are emergency routes serving the neighborhood.

### Plan Recommendations

With the main cut-through routes identified, measures were identified that could reduce cut-through traffic. Recognizing the difficulty of trying to reduce cut-through traffic significantly without creating a high level of

inconvenience to both neighborhood and service vehicles, the Plan recommended measures that could potentially reduce speed while providing secondary benefits, such as additional streetscape and added safety for biking and walking within the neighborhood.

Building on these principles and incorporating feedback staff received from recent discussions with residents of the neighborhood and from past meetings and input from the Menlo Park Fire Protection District, a set of exhibits was created to illustrate the various recommended traffic calming measures. Many of these measures, as defined below, are illustrated with sample photos in Attachment B:

- Intersection/mid-block bulb out: extends the curbs of a section of a street, generally into the street, while maintaining adequate street access for service vehicles.
- Raised intersection/crosswalk: raises an intersection or a crosswalk to match the level of adjacent sidewalk.
- Speed hump: raises a particular section of a street with a parabolic vertical device with gradual transitions.
- Time restricted loading zone (white curb; west side only): designates a curb side parking zone for a specific use.
- Limited right turn restriction: restricts turn access at an intersection during defined periods.
- Speed feedback sign: alerts drivers of their travel speed
- Neighborhood gateway treatment: identifies the entrance to a neighborhood through architectural or roadway features.
- Bike lane: designates a portion of the street, generally parallel to the curb, for bicycle use through striping.
- Shoulder stripe: delineates edge of travel lane through striping.
- Crosswalk: designates a portion of the street, generally perpendicular to the curb, for pedestrian use through striping.

As illustrated in Attachment B, up to three alternatives were developed for each street. Each alternative carries a set of opportunities and challenges, as summarized below.

Location	Alternatives	Measures	Opportunities	Challenges
Ivy Dr b/t Chilco St & Carlton Ave	Staff Rec'd (Alt 1)	Intersection bulb outs	- Reduce pedestrian crossing distance - Provide area for landscaping	- Remove localized parking - Reduce turn radii for service vehicles
	Alt 2	Bike lanes	- Creates narrower lane width and speed reduction - Separate bicycle and vehicle travel	- Removes on-street parking - Width constraint at Willow Rd intersection
	Alt 3	Add shoulder stripe	- Creates narrower lane width and speed reduction	- No physical barrier
Newbridge St b/t Chilco St & Carlton Ave	Alt 1	Intersection bulb outs	- Reduce pedestrian crossing distance - Provide area for landscaping	- Remove localized parking - Limit turns for service vehicles
	Alt 2	Bike lanes	- Creates narrower lane width and speed reduction - Separate bicycle and vehicle travel	- Width constraint at Willow Rd intersection
Chilco St b/t	Alt 1	Mid-block curb extensions	- Provide visual narrowing of the roadway to reduce speed	- Remove localized parking

Hamilton Ave & Ivy Dr			- Provide area for landscaping	
	Alt 2	Speed humps	- No parking removal required - Reduce speed	- Inhibit service vehicles travel time - May increase noise
Terminal Ave b/t Del Norte Ave & Chilco St	Alt 1	Intersection bulb outs	- Reduce pedestrian crossing distance - Provide area for landscaping	- Remove localized parking - Reduce turn radii for service vehicles

Key stakeholders coordination

While the City has jurisdiction over a majority of public roadways within the neighborhood, some recommendations will require coordination and/or consensus from focused neighborhood areas and other agencies. These stakeholders include:

- San Francisco Public Utilities Commission has jurisdiction over Ivy Drive’s center median islands and approval authority for the implementation of roundabout and raised intersection recommendations on Ivy Drive.
- Caltrans has jurisdiction over Willow Road and approval authority for the implementation of the limited right turn restriction on Newbridge Street at Willow Road.
- Menlo Park Fire Protection District has interest in adequate roadway width and turning radii for the implementation of bulb outs and mid-block curb extensions.
- Focused neighborhood areas are expected to have interest in on-street parking removal for the implementation of bike lanes.

Coordination with these key stakeholders has influenced the draft recommendations. Further coordination is expected to be needed if a trial and/or permanent traffic calming measure implementation plan is approved.

Plan Implementation process and schedule

As outlined in the October 17, 2017, staff report, the implementation of the Plan, through community consensus, would need to be consistent with the policies and guidelines outlined in the City’s Neighborhood Traffic Management Program (NTMP) approved in 2004. As outlined in the NTMP, implementation of any trial and permanent traffic calming measures will need to go through a comprehensive neighborhood voting process to ensure they are equitable and effective solutions.

However, through community feedback and as evidenced by the request submitted by the Belle Haven residents on May 22, 2018, a more immediate and streamlined implementation process is desired. As a result, staff recommends the following implementation process:

1. Incorporate Commission and community feedback through the July 11, 2018, Complete Streets Commission meeting and develop a Final Plan for City Council adoption.
2. If adopted, develop design plan set and specification for the 6-month trial implementation and begin dialogue with key stakeholders on applicable measures. This is proposed to eliminate the requirement of a voting process to obtain majority support for trial implementation and expedite installation.
3. When design plan set and specifications are completed, select contractor to implement measures within City jurisdiction. Measures requiring other stakeholder approvals will be implemented as approvals are reached from each agency with jurisdiction.
4. Collect new transportation data and community feedback survey for the trial implementation after study and one community meeting for final feedback. .
5. Following community consensus heard at the community meeting, prepare design plan set and

specification for permanent implementation. This is proposed to eliminate the requirement of a voting process to obtain majority support for permanent implementation.

6. When design plan set and specifications are completed, contractor to implement all measures, including ones that have received stakeholder approval from step three.

The implementation process above is expected to expedite the schedule by approximately four and a half months.

In addition, staff recommends implementing crosswalks shortly after the Plan approval, while the City seek funds to upgrade existing applicable receiving curb ramps to comply with the American with Disabilities Act. This is not a common City practice as they are typically completed simultaneously. However, this recommendation will allow for new crosswalks to be implemented before the start of the next school year in fall 2018.

As stated above, traffic calming measures that require consensus from other jurisdictions will have longer implementation schedules.

### **Impact on City Resources**

As a required condition of approval for a development project, staff time on the Belle Haven traffic calming study, development, and implementation of the Plan is considered part of the baseline City service levels. The trial and permanent implementation costs of the Final Plan would be funded by Hibiscus Properties, LLC.

### **Environmental Review**

The Plan does not require California Environmental Quality Act (CEQA) review. Implementation of future traffic calming measures will comply with environmental review requirements under CEQA.

### **Public Notice**

Public notification was achieved by posting the agenda, with the agenda items being listed, at least 72 hours prior to the meeting.

### **Attachments**

- A. Origin – Destination Survey Results
- B. Traffic Calming Recommendations

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