

TRANSPORTATION COMMISSION REGULAR MEETING AGENDA

Wednesday, October 9, 2013 at 7:00 p.m.
City Council Chambers
701 Laurel Street, Menlo Park

CALL TO ORDER

ROLL CALL – N. Hodges, P. Huang, A. Levin, P. Mazzara, M. Meyer, M. Shiu (Vice Chair), B. Walser (Chair)

CITY STAFF – R. Baile, J. Quirion

A. PUBLIC COMMENTS

Under “Public Comments”, the public may address the Commission on any subject not listed on the agenda within the jurisdiction of the Commission. When you do so, please state your name and city or political jurisdiction in which you live for the record. The Commission cannot respond to non-agendized items other than to receive testimony and/or provide general information. The public may also address the Commission regarding items listed on the agenda at this time or during the Commission’s consideration of the agenda item.

B. REGULAR BUSINESS

- B1.** Approve Minutes from the Regular Meeting of September 11, 2013 ([Attachment](#))
- B2.** Discuss and Potentially Provide Direction on the Request to Abandon the Burgess Drive Reserved Right-of-Way as Part of the SRI, International Campus Modernization Project ([Attachment](#))
- B3.** Discuss and Potentially Take Action on the Neighborhood Traffic Management Program (NTMP) Subcommittee Draft Report ([Attachment](#))

C. REPORTS AND ANNOUNCEMENTS

- C1.** Update from the Downtown Businesses, Menlo Park Signage, and Branding Project Subcommittee (Huang/Walser)
- C2.** Update from the Subcommittee on Potential Revisions of the Neighborhood Traffic Management Program (NTMP) (Shiu/Walser)
- C3.** Update from the High School Project Subcommittee Regarding Transportation Related Challenges (Hodges/Mazzara)

C4. Update on the Comprehensive Review of the Street Light Program in Menlo Park Subcommittee (Shiu)

C5. Update on the El Camino Real Traffic Study Subcommittee (Levin/Mazzara)

C6. Update on the General Plan Transportation Issues Subcommittee (Levin/Hodges)

D. INFORMATION ITEMS

D1. Update on Transportation Projects

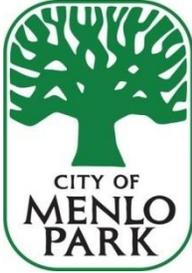
D2. Update on the City's Neighborhood Traffic Management Program Projects

E. ADJOURNMENT

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TRANSPORTATION COMMISSION MINUTES

Regular Meeting
September 11, 2013 at 7:00 p.m.
City Council Chambers
701 Laurel Street

B. Walser, Chair, called the meeting to order at approximately 7:05 p.m.

Commissioners Present: N. Hodges, P. Huang, A. Levin, P. Mazzara, M. Meyer, B. Walser (Chair)

Commissioners Absent: M. Shiu

Staff Present: R. Baile, N. Nagaya, J. Quirion

A. PUBLIC COMMENTS

There was no public comment.

B. REGULAR BUSINESS

B1. Approve Minutes from the Regular Meeting of August 14, 2013 ([Attachment](#))

ACTION: Motion and Second (Mazzara/Hodges) to approve the minutes from the regular meeting of August 14, 2013, with no modifications or amendments passed, 3-0-2-1; (Huang and Meyer abstaining and Shiu absent)

A. Levin arrived at 7:08 p.m. after Business Item B1 but before Business Item B2.

B2. Review Possible Transportation Development Act (TDA) Article 3 Grant Applications ([Attachment](#))

N. Nagaya provided an overview of the TDA Article 3 Grant Program and summarized the following TDA Article 3 Grant Applications that the City planned to submit for FY 2013-14 separately and jointly with East Palo Alto:

1. Menlo Park Application:

- a. Bicycle Lane Enhancements
- b. Branded Bicycle Parking
- c. Safe Routes to Encinal School Improvements:

- i. Resurface and Replace Bicycle Lanes on Encinal Avenue

ii. Crosswalk Enhancements at Encinal School

2. Joint Application with East Palo Alto:

- a. Bicycle Routes, Sharrows, and Pedestrian Improvements between US 101, Willow Road and San Francisquito Creek

ACTION: Motion and Second (Huang/Levin) that the Transportation Commission support staff's TDA Article 3 Grant applications for FY 2013-14 as presented, unanimously passed, 6-0-0-1 (with Shiu absent).

B3. El Camino Real Lane Reconfiguration Study – Review Draft Request for Proposals ([Attachment](#))

J. Quirion introduced the item. He stated that the subcommittee reviewed and provided comments which have been included in the draft ECR RFP. The Bicycle Commission also unanimously approved the ECR RFP at its last meeting with the condition that the RFP may be revised depending upon potential changes to the Specific Plan. Any revisions would be subject to approval by the subcommittee.

N. Nagaya provided an overview of the draft RFP.

ACTION: Motion and Second (Mazzara/Levin) that the Transportation Commission approve the draft RFP on the condition that if the Specific Plan changes require changes on the draft RFP, staff would revise the draft RFP and bring the revised RFP to the subcommittee, who would have the autonomy to either approve the revisions or bring the revised RFP to the Transportation and Bicycle Commissions for approval, passed, 5-1-0-1 (with Meyer dissenting and Shiu absent).

B4. Potentially Approve New Members to Subcommittee

P. Huang and B. Walser volunteered to be members of a joint Bicycle and Transportation Commission subcommittee on the Downtown Businesses, Menlo Park Signage, and Branding Project.. Mayor Pro Tem Mueller indicated to B. Walser that he would be willing to work with this subcommittee.

C. REPORTS AND ANNOUNCEMENTS

C1. Update from the Subcommittee on the Downtown Businesses, Menlo Park Signage, and Branding Project

P. Huang and B. Walser are the two new subcommittee members.

C2. Update from the Subcommittee on Potential Revisions of the Neighborhood Traffic Management Program (NTMP) (Shiu/Walser)

B. Walser stated that the subcommittee would meet with staff, and potentially with the City Manager, to discuss the draft NTMP report and will bring this report to the commission in October.

C3. Update from the Subcommittee on High School Project Regarding Transportation Related Challenges (Hodges)

P. Mazzara reported that the subcommittee was engaging in an outreach effort and recently contacted the Vice Principal of M-A High School.

C4. Update from the Subcommittee on the Comprehensive Review of the Street Light Program in Menlo Park (Shiu)

There was no update from the subcommittee because M. Shiu was absent.

C5. Update from the Subcommittee on the El Camino Real Traffic Study (Levin/Mazzara)

A. Levin reported that the subcommittee received and provided feedback on the draft Request for Proposals.

C6. Update on the General Plan Transportation Issues Subcommittee

A. Levin reported that the City Council supported the additional work plan. She briefly discussed the Transportation Management Association and possible benefits for the City. She plans to summarize the City of Palo Alto Transportation Plan updates of its General Plan.

B. Walser briefly discussed the Commission work plan update she provided to the City Council at its meeting the night before. J. Quirion indicated that she was scheduled to do the next update to the City Council on October 15th.

D. INFORMATION ITEM

D1. Update on Transportation Projects

R. Baile reported that the on-street parking restrictions on Hamilton Avenue and on Olive Street were recently approved by City Council. He also provided updates on the following projects:

- Oak Grove Avenue-Merrill Street Lighted Crosswalk received Caltrans authorization to advertise project
- Willow Road Interconnect Project - working with Caltrans to get authorization to proceed with design

B. Walser inquired about the status of the slurry seal project and striping work. J. Quirion responded that striping work should be completed by this weekend with the installation of the markings including the sharrows to follow. A. Levin inquired about the grade separation grant application. J. Quirion stated that the application was for an additional planning study to examine whether the preferred alternative of raising the tracks and depressing the roadway slightly is still the most feasible.

D2. Update on the City's Neighborhood Traffic Management Program Projects

R. Baile reported that there were no new NTMP inquiries.

E. ADJOURNMENT – 9:13 p.m.

Prepared by: Rene C. Baile, P.E.



MEMORANDUM

DATE: October 9, 2013

TO: Transportation Commission

FROM: Planning Division
Transportation Division

RE: **Discuss and Potentially Provide Direction on the Request to Abandon the Burgess Drive Reserved Right-of-Way as Part of the SRI, International Campus Modernization Project**

RECOMMENDATION

Staff recommends that the Transportation Commission discuss and potentially provide direction on:

- SRI, International's (SRI) request to abandon the Burgess Drive Reserved Right-of-Way (ROW); and
- Staff's recommendation regarding the potential for an alternative future reserved ROW for non-motorized transportation.

BACKGROUND

The applicant, SRI, seeks to redevelop its existing research campus located at 333 Ravenswood Avenue. The project site is approximately 63.2 acres in size, and generally bound by Laurel Street to the west, Ravenswood Avenue to the north, Middlefield Road to the east and the Burgess Drive ROW to the south (with El Camino Real considered to be running in the north-south direction). Proposed redevelopment of the site includes the following key elements:

- Building replacement with no net new square footage beyond the existing approximately 1,380,332 square feet;
- Increased employee count to a maximum of 3,000 employees;
- Increased on-site landscaping;
- Continued implementation of the Transportation Demand Management (TDM) program;
- Reconfigured site access; and
- Reduced on-site parking.

Redevelopment of the campus is anticipated to be completed incrementally over an approximate 25-year timeframe, which would allow the campus to remain operational for the duration of the site redevelopment. The land use entitlement process for the project is not anticipated to be complete until early 2015, but critical elements of the project are being discussed at this time to confirm that the project is viable as currently designed.

One such critical project element is the requested abandonment of the reserved ROW for the extension of Burgess Drive to the eastern terminus of the project site (for purposes of this reference, El Camino Real is considered to run in the north-south direction). Burgess Drive currently terminates adjacent to the City Corporation Yard and an emergency vehicle access point at the southwest corner of the SRI Campus. The extension of Burgess Drive along the southern end of the SRI Campus was previously shown in the City's 1974 General Plan (formerly known as the Comprehensive Plan). The 1975 Conditional Development Permit approval for the SRI Campus included a requirement that SRI make an offer of dedication for the City to extend Burgess Drive. A Parcel Map recorded in 1979 shows this dedication, which is 30 feet in width when adjacent to the USGS campus, and 60 feet in width when fully contained on the SRI Campus. This dedication is illustrated on the Attachment A. The 1994 update of the General Plan eliminated the proposed extension of Burgess Drive, but SRI's offer of dedication remains in place. SRI would like to abandon the reservation of future ROW for consistency with the General Plan, to ensure that campus security and operations are not critically impacted, which would occur if the campus were bifurcated, and due to the presence of approximately 17 heritage trees within the reserved right-of-way.

Previous staff reports, which provide more detailed background information, project plans, and information related to the environmental review process, are available for review on the City-maintained project page accessible through the following link:

http://www.menlopark.org/projects/comdev_sri.htm

ANALYSIS

To help clarify the intent and need for the requested abandonment of the reserved ROW for the extension of Burgess Drive, the applicant has provided a document describing the basis for their request, which is included as Attachment B. In summary, three key issue areas necessitate this request:

1. **Security**: Compliance with complex and varying requirements of SRI's clients requires detailed security planning, which starts with a secure campus perimeter. Under current and reasonably foreseeable future conditions, SRI could not meet its security requirements were it to provide public access through the campus.
2. **Physical Site Constraints**: Fencing off the reserved ROW portion of the campus would physically divide the campus, and as a result, would present safety risks to

bicycles and pedestrians (when heavy equipment, cars, trucks and emergency vehicles would need to cross the pedestrian and bicycle access way), compromise facility safety and security, increase travel time between office and research buildings and isolate researchers. In addition, bicycle and pedestrian access across the reserved Burgess Drive ROW would bring the public closer to the on-site hazardous materials facility.

3. Project Objectives: One of the key objectives of SRI's campus design planning was to configure campus facilities to encourage researchers to share ideas with one another, and to improve employee pedestrian and bicycle travel between campus buildings and other gathering spots. Dividing the campus with a fenced public access corridor would hinder SRI's ability to promote multi-disciplinary research and to improve the working environment for SRI employees.

Given the expressed desire of SRI to abandon the reserved Burgess Drive ROW, existing policy direction, which does not identify the extension of Burgess Drive through the SRI campus, and public input expressing concerns with future vehicular access on this undeveloped segment of Burgess Drive, staff believes it would be appropriate to eliminate the reserved Burgess Drive ROW for the purposes of vehicular use. However, staff also believes that in the future, the extension of the Burgess Drive ROW solely for the purposes of non-motorized transportation (bicycle and pedestrian use) would be beneficial for east-west connectivity through this portion of the City.

Because even non-motorized travel through the campus raises security concerns and is in conflict with existing development on site, staff recommends replacing the existing offer of dedication with an offer of dedication for non-motorized transportation access only. However, it is important to note that this dedication would not be accepted until a future time when access through this portion of the campus would not impact the operation of the SRI Campus, including not compromising the secured campus and existing on-site structures. This negation of impact to SRI Campus operations could be the result of evolution of the Campus, including modification or elimination of existing structures, changes to security requirements, subdivision of the Campus, which would result in this portion of the Campus not being within the secured perimeter, or a change in ownership of the Campus and/or the affected parcels (the Campus currently includes five parcels, which would be reconfigured as part of the current land use entitlement process). By requiring this alternative offer of dedication for non-motorized transportation access only, the City would be able to preserve the potential for future public non-motorized transportation access, while ensuring the proposed SRI Modernization Project could move forward as currently envisioned.

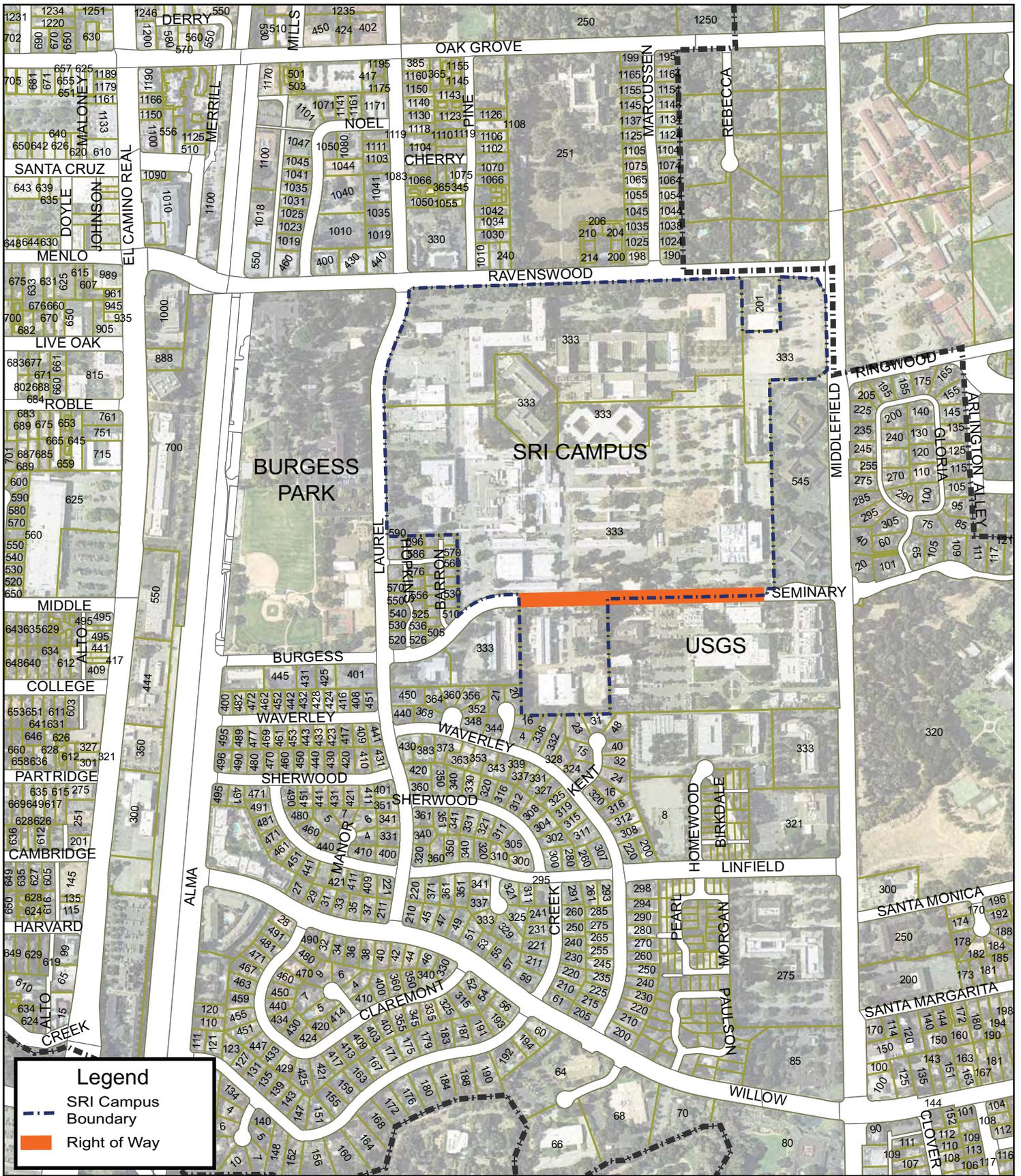
To help visualize what this future non-vehicular access path might look like, staff requested that the applicant prepare a conceptual plan, which is included as Attachment C. This conceptual plan includes a narrowing of the existing reserved ROW to 20 feet, which would allow for the construction of a meandering ten foot wide multi-use path that is designed to minimize impacts to existing trees to the maximum

extent feasible. The conceptual plan illustrates that proposed buildings V and O would be approximately ten feet away from the potential pathway. However, the plan also illustrates that implementation of the conceptual path would require modification or removal of existing structures associated with building W, which currently house hazardous materials.

ATTACHMENTS

- A. Burgess Drive Reserved ROW Map
- B. Applicant's Basis for Request to Abandon Reserved ROW for Burgess Drive Extension
- C. Conceptual Plan for Potential Future Non-Motorized Public Access

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Legend

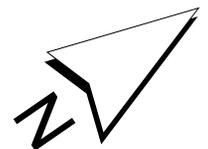
- SRI Campus Boundary
- Right of Way

CITY OF MENLO PARK

BURGESS RIGHT-OF-WAY

333 RAVENSWOOD AVE

DRAWN: KTP CHECKED: KTP DATE: 08/19/13 SCALE: 1" = 600' SHEET: 1





Basis for Request to Abandon Reserved Right-of-Way for Burgess Drive Extension

In 1979 SRI offered to dedicate right-of-way (ROW) to extend Burgess Drive across SRI's campus as a required condition of approval of the Conditional Development Permit then in effect. At the time, this ROW was shown in the City's General Plan. A 1994 update by the City to its General Plan eliminated the City's planned extension of Burgess Drive, but SRI's offer of dedication remains in place.

Multiple changes to security and safety regulations have occurred since 1979, most significantly in the case of security requirements since September 11, 2001. These requirements, coupled with physical constraints and some key objectives of the Campus Modernization Project, form the basis for SRI's request for abandonment of the reserved ROW.

Post 9/11 Security Requirements

For several decades, the SRI campus was open to the public by way of multiple pedestrian gates that were unguarded and unlocked during business hours. SRI staff entered the campus at multiple access points, and visitors often passed through the campus as a shortcut to other destinations.

After September 11, 2001, security requirements changed dramatically. Heightened awareness by SRI and new requirements imposed by government agencies and private contractors caused SRI to change its security practices. Similar to its peer companies, SRI now secures its perimeter, allowing visitor access at only two points. A security officer staffs each of the two visitor access points, and all campus visitors must wear identification badges and be escorted by an authorized individual.

SRI, like many other organizations, employs a layered security system to prevent unauthorized access to information and materials. This layered security approach starts with the described perimeter controls and continues within the campus. Additional controls limit access to individual buildings and in some cases to floors and rooms within buildings.

Approximately one quarter to one third of SRI's clients now require that research performed on their behalf must be conducted on a secure campus. Many contracts require both facility clearance and individual clearance. For certain types of intellectual property controlled by the federal government, SRI must ensure that information is not shared with foreign nationals. Compliance with the complex and varying requirements of SRI's clients requires detailed security planning that starts with a secure campus perimeter.



Under current and reasonably foreseeable future conditions, SRI could not meet its security requirements were it to provide public access through the campus.

Physical Site Constraints

To address security concerns, it has been suggested that it might be possible to fence a corridor through the campus, along the Burgess Drive ROW, for use by pedestrians and bicyclists. Such fences would need to be guarded at both sides of the corridor and would need gates large enough to enable heavy equipment, cars, trucks, emergency vehicles, bicycles, and pedestrians to pass through to the adjoining portions of the campus. SRI has investigated such an option and considers it to be infeasible.

A fenced access corridor along the ROW would divide most of the campus buildings from the buildings and infrastructure located to the south of the ROW, on the tab portion of the campus. Forklifts, heavy equipment, cars, and delivery trucks would need to cross the fenced public ROW frequently throughout the day. SRI employees working in office and research Buildings S and T regularly travel between the tab area and the other office and research buildings, cafeteria, and amenity buildings on the larger portion of the campus. Other campus researchers regularly travel to the offices and research facilities in Buildings S and T. In addition, confidential documents and data, as well as other research materials that are subject to strict security requirements, are transported between Buildings S and T, and to and from the remainder of the campus. A public access corridor would present safety risks to bicyclists and pedestrians, compromise facility safety and security, increase travel time between office and research buildings, and isolate researchers.

A public access corridor along the Burgess Drive ROW also would be inconsistent with environmental health and safety measures designed to protect the public from risk. Any research facility that uses hazardous materials, even in relatively small quantities, must operate a hazardous materials management facility for proper receipt, storage and transportation of materials and waste. SRI operates a state-of-the-art management facility and complies with numerous federal, state, and local laws to ensure the safety of its employees and the surrounding community. One requirement for this type of facility is that it be located away from residences and other sensitive receptors. The SRI facility is located at Building W, which is far from public access points and roadways, and also is distant from residences. The closest offsite uses are the City's corporation yard and the USGS campus, which are considered to be a compatible neighboring use. Pedestrian and bicycle access along the Burgess Drive ROW would bring people close to Building W, which is directly adjacent to the ROW.



Finally, the Burgess Drive ROW that is located along the property border between SRI and USGS contains 17 heritage oaks, most if not all of which would have to be removed to accommodate a fenced pedestrian and bicycle corridor. All of these trees would be preserved under the proposed Campus Modernization Project.

Project Objectives

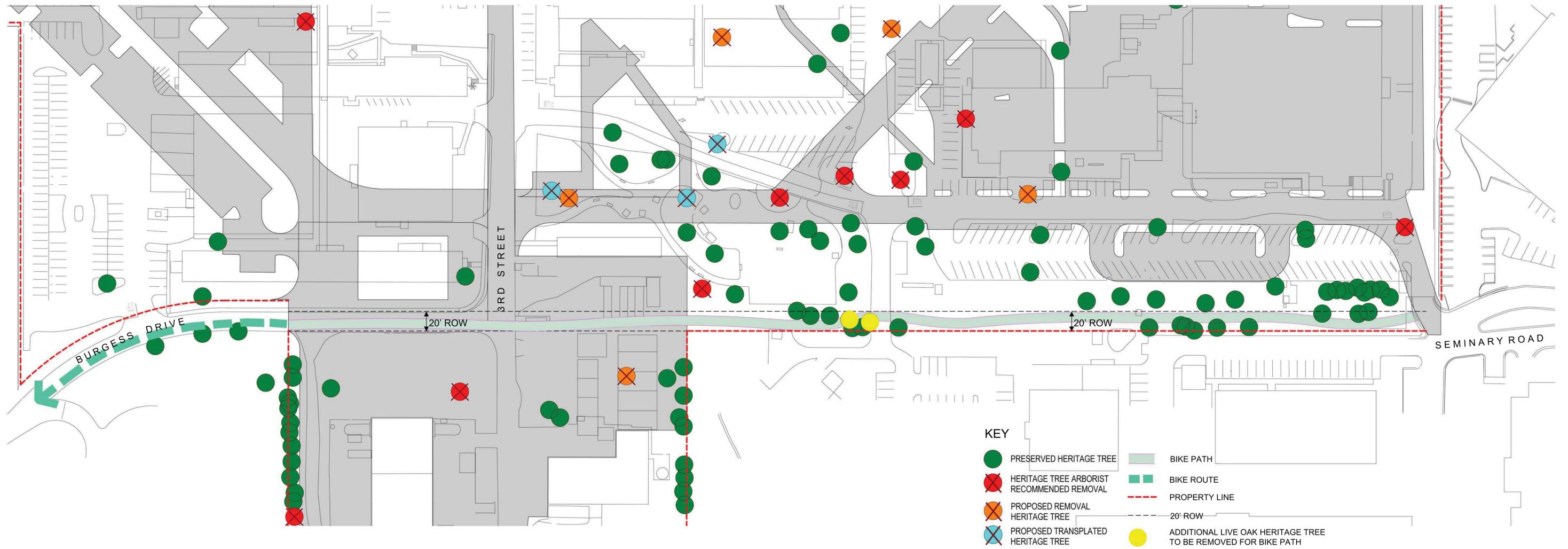
SRI is embarking upon its Campus Modernization Project to accomplish key campus planning objectives. Public access along the Burgess Drive ROW would conflict with several of those objectives.

One of the drivers of SRI's campus design planning has been configuration of campus facilities to encourage researchers to share ideas with one another, and to improve pedestrian and bicycle travel between campus buildings and other gathering spots. Dividing the campus with a fenced public access corridor would hinder SRI in its ability to promote world-leading multidisciplinary research and to improve the working environment for SRI employees.

SRI also needs to modernize the campus safety and security features. Public access through the campus, even if fenced, increases security and safety risks.

SRI seeks to improve campus bicycle and pedestrian pathways, as well as internal vehicular circulation, to minimize traffic congestion on surrounding streets. While a fenced corridor would provide some bicycle and pedestrian benefits, it also would make it more difficult for employees to traverse the campus by foot or bicycle. In addition, the corridor would conflict with proposed vehicular access from Seminary Drive to a new internal road designed to encourage drivers to minimize travel on public streets by circumnavigating the campus by way of an internal loop road.

A public access corridor through the campus would reduce the flexibility to respond to future changes in research needs, and it would undermine SRI's efforts to promote orderly campus renewal and enhance campus economic vitality and fiscal health. For all of these reasons, SRI asks that the City abandon the reserved ROW.



o+h+k SRI - Bike path through ROW reserve

SCALE 1:50

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To: City Council
From: Transportation Commission
Subject: Neighborhood Traffic Management Program (NTMP),
Report Number 1 -- a Case for Change
Date: October 9, 2013

Recommendations:

1. Accept the NTMP report number 1 -- a Case for Change, from the Transportation Commission.
2. Adopt the following recommendations:

Option 1: (This is the Transportation Commission recommended option)

- A. Direct the Transportation Commission and the Public Works Director to modify the NTMP in the following areas and to report back to the Council in three months on their recommendations:
 - a. Modify the petition form to remove the desirable solution item.
 - b. Modify the NTMP to allow the Public Works Director the authority to implement signing and striping changes if such changes will alert the public of potential public safety concerns.
 - c. Modify the evaluation criteria to include bicycle and pedestrian specific factors.
 - d. Modify the NTMP so that requests for education and enforcement efforts will not be part of the NTMP process. The Public Works Director shall have the discretion to deploy these efforts.
- B. Direct the City Manager and the Public Works Director to report in three months:

- a. How the budgeted NTMP staff time is used. If it is used on other unfunded or underfunded mandates, whether those mandates should be recognized and budgeted.
- b. In anticipation of changes to the NTMP, whether the program can be better served by utilizing part of the budgeted amount for staff costs to hire a retired police officer on contract for about 1 day a week to assist staff to investigate safety concerns, to educate the public on safe and courteous use of our transportation system and to assist schools and PTA's to implement Safe Routes to School programs.
- c. Whether staff time used for NTMP purposes should use the same time reporting system as the Capital Improvement Program and Development reimbursable activities.

Option 2: (Not recommended by the Transportation Commission)

Do nothing and make no changes to the NTMP

Option 3: (Transportation Commission recommends the Council to consider this option as part of the implementation strategy for the upcoming General Plan update)

- A. Suspend the current NTMP and direct the Public Works Director and the Transportation Commission to address traffic concerns on a case-by-case basis until a new NTMP is completed.
- B. Direct the City Manager and Public Works Director to propose in the FY2015/2016 budget an item to retain the service of a consultant to work with the Transportation Commission to comprehensively review all aspects of the NTMP using the policy concepts in the Specific Plan as well as the Complete Streets policy as guidelines. The new document will assist the City to create a seamless transportation system for all users and all modes of transportation.

Fiscal Impacts of the Recommended Actions:

There will be minimum costs in terms of additional staff time to the City if the City Council decides to adopt the Transportation Commission's recommendation. We estimate the staff time will be about \$10,000. This amount can be funded out of the current NTMP staff time budget.

Summary

The Transportation Commission has identified over ten areas of concerns and contradiction in the NTMP. Many of these will be controversial and will require closely working with the community to develop the agreement on how to move these issues forward. The Transportation Commission, however, has identified several quick fixes that are less controversial and can be implemented in a short time. Building on these successes, the Commission may, at a later date, recommend additional modifications to the NTMP or recommend deferring the entire program to the implementation phase of the General Plan update.

Background:

In 2011, the City Council approved the two-year work plan for the Transportation Commission. One of the projects on the work plan was to review the NTMP to see if there is any need to update the plan. The Transportation Commission formed a subcommittee of Commissioners Walser, Huang and Shiu to study the NTMP. Commissioner Levin of the Environmental Quality Commission and Commissioner Klingsporn of the Bicycle Commission were invited to join the subcommittee in this effort.

The NTMP is a City policy that provides guidance to staff on how to handle traffic complaints. It consists of two parts. Part one is the guidance document that specifies policy positions of the Council regarding traffic matters. These policy statements provide a balanced approach to resolving neighborhood traffic issues.

Part two of the document is a very detailed implementation manual. It lists all the traffic management tools, the deployment of which will fall under the NTMP. It prescribes a step-by-step process that staff will follow. It includes the petition

form that the resident will fill out. The process is lengthy. In short, when a member of the public requests City action to address an alleged traffic concern, staff will outline a study boundary and present it to the resident. The resident will fill out the petition form that includes the alleged problem and the desired solution. The resident then will collect signatures from at least 60% of the households within the study area and present that to the City. Upon verification of the signatures, staff will then review the alleged problem and evaluate the problem against established criteria and to decide if this request will become a project. If it is a project, staff will schedule a public meeting of the Transportation Commission to determine if the Commission agrees with staff recommendation. If the Commission agrees, staff will then work with the residents within the study area to develop the solution to the problem. The recommended solution will then be subject to a vote. If 50% of the households (with non-voting households counted as “no” votes) affirm the recommendations, the matter will go to Council to request funds to do the trial installation. After the 6 months trial period, another vote will be taken. Again, if 50% of the households (with non-voting households counted as “no” votes) affirm the trial installation, the matter will go to Council for permanent installation.

The Subcommittee met many times, held two public workshops. It reviewed the text of the NTMP in the context of the City's General Plan and other established policies. It looked at the Federal and State trends. The subcommittee also gathered the implementation experience gained during the last eight years since the adoption of the NTMP and lastly, the fiscal implications of the NTMP. Through this process, the subcommittee came up with the following observations and recommendations.

Policy Issues:

1. The NTMP seems to be consistent with the current General Plan. The current General Plan recognizes that speeding on neighborhood streets and possible diversion of traffic from arterial and collector streets are concerns of the residents and in the implementation portion of the General Plan, it mandates the

adoption of a Neighborhood Traffic Management Program in response to those specific concerns.

2. Since the current General Plan is almost twenty years old, we also look at the City's most current planning document, the Menlo Park El Camino Real and Downtown Specific Plan (Specific Plan) for trends in the current thinking and we also review other recently adopted City policies such as the Complete Streets policy and resolution.

If there is one word that stands out in the Specific Plan, it is the word "sustainability". The plan emphasizes the provision for alternative modes of transportation and creates spaces for walking and cycling. In as much as the Specific Plan calls for additional parking for motor vehicles, it also relies on alternative modes of transportation to meet the transportation needs of the Specific Plan.

The Specific Plan and the recently adopted Complete Streets Policy represent the City's shift from automobile oriented thinking to mobility oriented thinking. The Council recognizes that automobile is not the only mode of transportation that the City needs to address. The increased desire of our residents to bike and to walk, the limited capacity of our streets to handle additional vehicular traffic and the desire to create a sustainable community all point to the direction of providing for mobility needs rather than just for automobiles.

In the upcoming update of the City's General Plan, the policy discussion will center on how to connect the Specific Plan with the rest of the City. How can residents get to the downtown area with alternative modes of transportation? If the City is relying on alternative modes of transportation to meet the travel needs of the Specific Plan, how can the City develop a seamless transportation system to meet that need?

3. Another policy issue relating to the General Plan update is neighborhood streets. The circulation element of a general plan typically includes arterial and major collector streets. The third link of the transportation system is the neighborhood streets where every home based trip starts or ends. The Council

may want to consider how the overall policies in the new General Plan may impact neighborhood streets and how barriers to connectivity will be addressed in neighborhood streets.

4. The NTMP in its current form is automobile oriented and its main intent is to address vehicle speeding and traffic diversion onto neighborhood streets. If the Council wishes to use the NTMP to address the connectivity and mobility issues in neighborhoods, the NTMP may require strengthening in these policy areas. The implementation process as well as evaluation criteria will need to be brought forward to reflect the new thinking. Since the Council has budgeted funds to update the City's General Plan, the Council may want to consider deferring the major update of the NTMP after the adoption of the new General Plan.

5. By definition, the NTMP is intended to resolve residential neighborhood traffic problems. There is no parallel policy guidance document for streets outside of residential neighborhoods or streets in the circulation element of the General Plan. A case in point is how would staff handle traffic complaints on Alma Street between Ravenswood and Burgess? Or on Sand Hill Drive? Currently, staff is using this document as guidance for the entire city. Should there be a separate guidance document for streets that are not neighborhood residential streets? The NTMP is modeled after the City of Portland. The City of Portland, with its new General Plan, mandates its Transportation Department to review with the community every street in the circulation element to make sure that it is not a barrier for mobility. The Council may want to look into incorporating this into the General Plan update.

6. We have also heard from neighborhoods that abut commercial areas. These neighborhoods tend to have commercial properties as well as multi-family rental dwellings. They feel that the current NTMP is not sufficient to address the unique characters of their neighborhoods. The Commission is sympathetic to them but feels that the issue is best addressed as part of the implementation of the General Plan update.

7. The Transportation Commission has regularly reviewed proposed traffic mitigations for residential neighborhoods falling within various Safe Routes to

Schools projects. Many of the same traffic calming solutions in the NTMP are implemented using a process that generates a great deal of community input while being much less onerous than the NTMP. The Transportation Commission has tended to be deferential to the desires of residents in such projects, but notes that those neighborhoods that have been included in Safe Routes to Schools projects have been benefited from a much less cumbersome process than what is available to other neighborhoods in Menlo Park through the NTMP.

Implementation Issues:

In the ideal situation, the NTMP should be a forum for the neighborhood to resolve common traffic problems. The process can be initiated by residents or by the City. The community then gets together to agree on what the problems are. Then the community creates a vision of success. All of that will need to be completed before the community even attempts to solve the problem. While voting may eventually be required, the emphasis should be on whether members of the community can live with the problem statement and/or the solution.

The Oak Knoll School Safe Route to School Study that came to the Council recently is a good example of how the process should work.

In reviewing the NTMP document, we have found six concerns and contradictions.

1. The implementation procedure requires the resident who reports a traffic concern to propose a solution. This requirement is like asking a patient to request a treatment when requesting an appointment with a doctor. It creates two concerns. First, the resident who calls is not an expert in traffic engineering. The resident should just bring the perceived traffic problem to the Public Works Department and let the experts in Public Works to investigate the situation to determine if it is a problem and work with the community to develop the acceptable solution. We are placing too much of a burden on the resident. Second, when a resident proposes a desired solution, it will be difficult to change that person's opinion that in fact there are other, more appropriate, options available. In short, this requirement creates conflicts in resolving the alleged traffic problem.

2. The implementation procedure requires the resident to fill out a petition form that spells out the alleged problem and desired solution. Once staff defines a study boundary, the resident must collect signatures from 60 percent of the households before staff will evaluate the problem statement and initiate the study process. But then, after the engineering study and layers of hearings, the procedure will only require 50 percent of the households in the study area to consent before the matter will be placed on the Council agenda for action. If 60% of the households already agree to the desired solution, why would the Council only requires 50% of the households to agree before implementation? The City would save a lot of expenditure by simply going ahead with the implementation once 60% of the households agree. It seems to us that the Council's intent is to require 60% of the households in the study area to agree that there is a traffic problem before City will spend funds to study it. Then after the study, it only requires 50% of the households to agree before the Council will consider implementing the proposed solutions. From a budgetary perspective, this interpretation of the Council's intent seems to be valid.

3. Currently, the NTMP process requires 50% of the household to vote yes before the matter is presented to Council for action. Households that do not vote will count as a no vote. At the public meetings, the subcommittee heard arguments from both the sides on this matter. The Transportation Commission reviews the three projects that were successfully implemented and the other 20 that were not successful and concludes that voting is less a hurdle than getting the process started. The voting requirement is not perfect but the Commission hopes that with the recommended modifications, the voting requirements will be less of an issue.

4. The NTMP mandates this process to address bona fide traffic safety concerns. The NTMP also includes traffic signing and striping as part of the tools that will only be implemented after the NTMP process. State Laws requires all jurisdictions to warn the public of dangerous conditions. While the term "dangerous condition " is a matter for trial, The Transportation Commission is concerned that the City may incur additional liability risk if the Public Works Director cannot move expeditiously to warn the public of any bona fide traffic

safety situation. Warning the public quite often involve putting up warning or regulatory signs and/or changing or adding striping. The Commission feels that the Public Works Director should have the authority to change, add or remove any signs or striping if in his/her opinion that these actions are needed for public safety. Using the NTMP process to physically alter the streets to correct a safety problem is appropriate and should be encouraged.

5. As we have mentioned in the Policy Issues section, the NTMP as written, is in response to the perception of vehicular speeding and traffic diversion on residential streets. As such, the criteria for staff to evaluate a reported alleged problem is designed to address these two issues. So, when a resident reports a potential barrier for bicycling or walking, staff does not have the means to evaluate the situation. Council may want to include both quantitative and qualitative criteria to address bicycling and walking. Quantitative criteria may include the number of cyclists and pedestrians using the street and qualitative criteria may include whether the street is wide enough to accommodate biking and walking or is the street a preferred route to attractions that tend to encourage visitors to walk or bike there and does the street provide connectivity to the City's transportation system.

6. The implementation portion of the NTMP lists all the tool box items available to the public. The implication is that these tool box items can only be used once the Council approves the implementation strategy. Enforcement and education are items in the tool box. At the public meetings, we heard that a request for enforcement or education to Public Works will kick the request into the NTMP process, but similar requests to Police will produce a different response. The Transportation Commission recommends the Council to consider removing these two items from the NTMP and make the deployment of these items at the discretion of the Public Works Director. The fiscal impacts of this recommendation will be discussed in the Fiscal Issues section of this report.

Fiscal Issues:

Since the adoption of the NTMP in 2004, the City has been budgeting from restricted Road Funds, approximately \$50,000 per year for staff time and set

aside \$40,000 per year for NTMP related physical improvements and \$10,000 to retain outside consulting if needed to study NTMP related projects. The staff time is built into the staffing costs and the Public Works Department assumes staff spends that amount of funds for NTMP purposes. The set aside for improvements and consultants, if not used, will be returned to Road Funds and re-budget in the next fiscal year. The continuous \$100,000 per year budget is a significant investment and represents the Council's commitment to address traffic problems throughout the City. We appreciate that in the view of the Council and Administration, there is a latent demand for NTMP and this level of investment is appropriate and needed.

We felt that it is beyond the scope of our review to find out how the Department allocates the \$50,000 staffing costs. Likewise, we did not request information of the direct costs of each employee and how much of the indirect costs are assigned to each member of staff. We estimate conservatively that the \$50,000 will represent between 25% to 30% of a person-year, or 400 to 450 hours.

According to staff, there were 23 recorded requests from residents that fits the NTMP criteria from 2004 to July 2012. Of these, 3 were carried to completion and resulted in physical improvements such as speed humps installed in the field. Most of the other 20, after the requesters were given the study boundaries and petition forms, were never heard from. Most of these 20 requests were for stop signs, speed humps and similar features. We have no way to know if the alleged traffic problem is real or not.

It would defy logic to accept that staff spends 400 to 450 hours on an average year to handle 3 requests that mostly never went anywhere. More likely, staff is spending time on other traffic related requests that do not quite fit the NTMP mould or in frustration handle many requests outside of the established policy. Since the Department does not maintain a master log of resident requests, we have no way to find out. And since the Transportation section of the Public Works Department does not maintain any time log except when working on developer reimbursed items, we have no way to find out how the \$50,000 budgeted staff time has been spent. The Council may want to look into a better cost accounting

structure similar to the one used by the Capital Improvement Program Section of Public Works and the Council may want to establish a master resident request log which can be used for quality control and later follow up if needed.

In discussion with staff, the feeling is that most if not all of the issues can be managed if there are additional enforcement and educational resources. These additional resources can be in the form of occasional focused enforcement and staff that can move the speed feedback trailer to needed areas.

When the Transportation Commission reviewed the Oak Knoll School Safe Routes to School program, it was evident that the success of that program depends less on physical changes but more on occasional enforcement activities coupled with some assistance to help educate the parents as well as training the PTA members on traffic control.

The Transportation Commission is pleased to learn that the City is adding two police officers for traffic enforcement, which will greatly enhance public safety. After the Council is satisfied with how staff time allocated to NTMP is used, and if the Council desires to support the other unfunded or underfunded activities that staff is doing, Council may want to use a portion of the funds budgeted for NTMP staffing to hire a part-time contract traffic safety investigator for about one day a week to assist staff. Ideally, this person would be a retired public safety officer. This person will help coordinate the deployment of the radar feedback trailer, assist in the review of accident data, investigate traffic safety concerns and assist in the implementation of Safe Routes to School plans. Hiring a retired public safety employee has the benefit of not incurring any Other Post Employment Benefits (OPEB) as well as the person is familiar with traffic laws, rules and regulations.

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