



Item No. 1 Town of Atherton

CITY COUNCIL STAFF REPORT – STUDY SESSION

**TO: HONORABLE MAYOR AND CITY COUNCIL
GEORGE RODERICKS, CITY MANAGER**

**FROM: MICHAEL KASHIWAGI
COMMUNITY SERVICES DIRECTOR**

DATE: OCTOBER 1, 2014

**SUBJECT: PRIORITY SETTING OF DRAFT PEDESTRIAN AND BICYCLE
MASTER PLAN PROJECTS**

RECOMMENDATION

That the City Council review and discuss projects proposed in the draft Master Plan and set priorities for expenditures from funds budgeted and proposed in the Capital Improvement Program.

BACKGROUND

The City Council received and discussed the draft Bicycle & Pedestrian Master Plan in Alta Planning + Design at a workshop in April 2014. The objectives of the Plan were to:

- Provide a comprehensive plan for bicycle/ pedestrian improvements throughout the Town;
- Provide connectivity with adjacent agencies;
- Improve bicycle and pedestrian safety;
- Become more strategic and successful competing for bicycle/pedestrian grant funding; and
- Identify barriers and solutions for residents to safely access bicycle and pedestrian destinations within the Town of Atherton and to other regional destinations.

Criteria used by Alta to establish priorities were as follows:

- Safety – address a known issue, reduce exposure to injury or along a safe route to school
- Usage – Contribute to increased usage or upgrade an existing, heavily used facility
- Gap closure – link to an existing path or substantially implement a priority corridor
- Cost – higher benefit/cost or potential savings by joining it to a proposed street project

- Feasibility/phasing – achievable with minimal risk; able to be phased
- Multiple benefits – contribute to multiple modes; synergy with other priorities
- Competitiveness – possibility of grant or partnership funding

At the workshop, the Council discussed that the focus on projects should be on safe routes to school as the highest priority, while staff continues efforts to work with Caltrans along El Camino Real, and identifying workable solutions for way-finding.

The Capital Improvement Program contains a program for Bike and Pedestrian Facilities Improvements. A program was proposed to provide funding, with priority setting to be done upon acceptance of the Master Plan. The Town's budget contains \$500,000 for the current fiscal year and \$100,000 for each of the subsequent fiscal years.

FINDINGS | ANALYSIS

The draft Master Plan includes ten projects along Atherton streets, and three projects at key intersections (see Table 7 from the Master Plan). The Master Plan also includes two Corridor Feasibility Studies for El Camino Real and a Bay to Ridge Trail. In keeping with Council priorities as stated above, the focus will be on enhancing those routes that are used to access schools, and then on implementation of the way finding routes. Therefore, the series of projects that improve Middlefield Road will be discussed first, followed the Holbrook-Palmer Park path, and finally by a discussion of the way finding projects.

Bike Lane Definitions

Class I bike paths are separated from roadways and may be either unidirectional (minimum 4 feet wide) or bi-directional (minimum 8 feet wide).

Class II bike paths which means that at a minimum, 4 foot lanes would be striped and signed on the road. These paths may require roadway widening in Atherton in order to meet standards for width.

Class III bike paths are on existing streets and are denoted by signs and do not have stripes separating them from vehicle traffic.

Middlefield Road

Four projects are proposed for Middlefield Road, which is not only heavily used by children to access schools but is also a commuter route used by adult cyclists.

Project BL-1 is proposed as a Class II bike lane project, which means that at a minimum, 4 foot lanes would be installed on the road. There is an existing bike lane but it may not meet minimum width standards in one or more segments. A portion of this improvement was recently installed to improve safety at the Marsh Road intersection. It is Atherton's first use of green street coloring to designate bike paths.

Project TR-2 is suggested to develop a Class I bike path, which is separated from the road, From Watkins Avenue to Marsh Road. This segment carries a high volume of vehicle traffic and therefore a separated bike path may be perceived as a safer alternative than an on-street bike path.

Project INT-1 is a proposed intersection improvement at Oak Grove Avenue.

Finally, project INT-2 at Glenwood Avenue is proposed mainly to improve pedestrian safety, but might also have benefits for bicyclists. The planning-level cost estimates for these projects total nearly \$2 million, which greatly exceeds budgeted and proposed funds. Because these estimates are conceptual, their accuracy would be enhanced through the engineering design process.

Preliminary design for all four projects is estimated at approximately \$100,000 and would include detailed surveying and schematic design of all four projects. Thereafter, detailed project cost estimates could be matched to funding appropriated by City Council. Refined estimates could form the basis for grant applications. Finally, detailed engineering drawings could be used, in conjunction with future paving projects, to implement improvements segment by segment over multiple years.

Holbrook-Palmer Park Path

Staff has designed a portion of this path, to connect between the existing walking path and the Felton Gables gate. Work should be completed prior to construction of the Menlo Atherton Little League field improvements. Installation of this portion would allow for an all-weather connection from Watkins Road to Menlo Park. Municipal Code section 12.24.085 currently prohibits bicycle riding on paths in the park, and would need to be modified to permit bicyclists to use this path.

Bicycle Boulevards

Two projects, BB-1 (Elena Avenue-Atherton Avenue) and BB-2 (Austin Avenue) are proposed as paths to be designated by signage and markings, along with some minor street improvements, to be on-street routes. These are referred to as Class III bicycle boulevards or shared bikeways, and would provide guidance to bicyclists to be able to take the paths within and through the Town. These two paths are estimated to cost a total of \$160,000, and would be easily implemented since they are on existing pavement. One advantage of proceeding with one or both of these projects is that they would demonstrate to residents and travelers that the Town was proceeding with bike path implementation.

FISCAL IMPACT

The current capital budget has \$500,000 budgeted in Fiscal Year 2014-15 by City Council for further work on bikeways and pedestrian pathways, and \$100,000 in each of the succeeding four years of the five year CIP. Work on the two projects, GBG 1 & 2 on El Camino Real is not included at this time as each project exceeds the total five years of funding approved by City Council.

Enc: Draft Pedestrian and Bicycle Master Plan Table 7
Note: 11" x 17" maps will be available at Council meeting

Prepared By:

Approved:

Michael Kashiwagi, P.E.
Community Services Director

George Rodericks
City Manager

Town of Atherton Bicycle and Pedestrian Master Plan

Table 7: Priority/Programs and Planning Level Cost Estimates

Town of Atherton Bicycle and Pedestrian Master Plan

	Street or Intersection	Start	End	Proposed Facility	Length	Planning Level Estimate	Project Description
El Camino Real Improvements (Grand Boulevard Greenway)							
GBG-1	El Camino Real	Selby Lane	Fifth Ave	Class I	.23 miles	\$1,450,000	Includes Class I trail Selby Lane to southbound bus stop; hybrid pedestrian signal; median, bus stop and crosswalk enhancements Includes Class I trail improvements to Atherton/Fair Oaks intersection: hybrid pedestrian signal, median, bus stop and crosswalk enhancements at Watkins Ave/Isabella Ave. Potential for phasing with lower initial cost
GBG-2	El Camino Real	Atherton Ave	Encinal Ave	Class I	.62 miles	\$2,250,000	
Class I Trails / Pathways (Bay to Ridge Greenway)							
TR-1	Watkins Ave	Caltrain	Middlefield Road	Class I	.41 miles	\$435,000	Modify existing flood channel to widen and convert existing walkway into Class I shared use trail
TR-2	Middlefield Road	Watkins Ave	Marsh Road	Class I	.12 miles	\$100,000	One side of roadway with grading
TR-3	Holbrook-Palmer Park	Watkins Ave	Felton Gables	Class I	250'	\$50,000	Shared use path with extension through corner of the park to Felton Gables pathway, requiring extensive grading and resurfacing. Cost estimate is placeholder.
Class II Bike Lane							
BL - 1	Middlefield Road	San Mateo County (North Fair Oaks)	City Of Menlo Park	Class II (Enhanced Bikeway)	1.49 miles	\$1,550,000	Widen bike lane by improving shoulder conditions; re-stripe and high-visibility green marking at conflict zones and increase signage/wayfinding. Potential for phasing and targeted lower-cost improvements.
BL - 2	Valparaiso Ave	N. Lemon Ave	El Camino Real	Class II (Enhanced Bikeway)	1.3 miles	\$0	Green bike lane improvements to be included in upcoming Valparaiso Ave Safe Routes to School projects (already funded) Widen shoulder to install min 4" wide bike lanes
BL -3	Glenview Ave	Laurel Ave	Middlefield Road	Class II (new)	2000'	\$295,000	
Class III Bicycle Boulevards / Shared Bikeway							

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BB-1	Elena Ave - Atherton Ave	Austin Ave	Valparaiso Ave	Class III	1.0 miles	\$70,000	Bike boulevard treatments, included minor intersection/traffic calming improvements
BB-2	Austin Ave	Selby Lane	Atherton Ave	Class III	.75 miles	\$90,000	Bike boulevard treatments, included medium intersection/traffic calming improvements
Corridor Feasibility Studies							
STUDY - El Camino Real		Selby Lane	Valparaiso Ave	Class I/II	1.6 miles	\$100,000	Travel lane reduction and Class I trail feasibility study from Selby Lane to Valparaiso Ave, with recommended approach to environmental and Caltrans approval including likely segment phasing Trail/pathway feasibility study and preliminary design along Marsh Road and Bay Road to Middlefield/Watkins to Dinkelspiel Station Lane/Caltrain tracks.
STUDY - Bay to Bridge Gnwly		El Camino Real	Bay Road	Class I/II/III	1.15 miles	\$50,000	
Intersection Improvements							
INT-1	Middlefield Road & Oak Grove Ave			Complete Intersection		\$250,000	Complete Streets enhancements to improve safety and performance of all modes; signal adjustments including potential interval, new curb, ramps with drainage inlet modifications and ADA landing areas, bus stop improvements, roadway widening and re-striping to meet Class II bike lane standards and vehicle turn radius requirements
INT-3	Middlefield Road & Glenwood Ave			Crosswalk median island, intersection corner access improvements		\$75,000	Pedestrian crossing and intersection daylight/ADA improvements. North side pathway maintenance and safety markings. Consider possible center median island on the west leg of intersection and access control measures for Linden Ave Placeholder estimate for minor intersection improvements (may be included in upcoming Valparaiso Ave Safe Routes to Schools Project)
INT-6	Valparaiso Ave & Elena			Intersection Improvements		\$50,000	

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Maintenance Projects			
M-1	Annual Facility Maintenance	Reserve Fund	Additional enhanced maintenance account \$50,000 (pending development of new facilities)
Non-Infrastructure Projects			
NI-1	Encouragement & Education Annual Programming	Multi-year budget outlay	Training, curriculum, communication, awareness campaigns, and contests that educate and encourage users to walk and bike safely, more often
NI-2	Annual Enforcement (Enhancement)	Multi-year budget outlay	Enhanced school enforcement, coordinated events/campaigns
NI-3	Opportunity	Multi-year budget outlay	Placeholder funds for grant applications, matching funds

Town of Atherton Bicycle and Pedestrian Master Plan

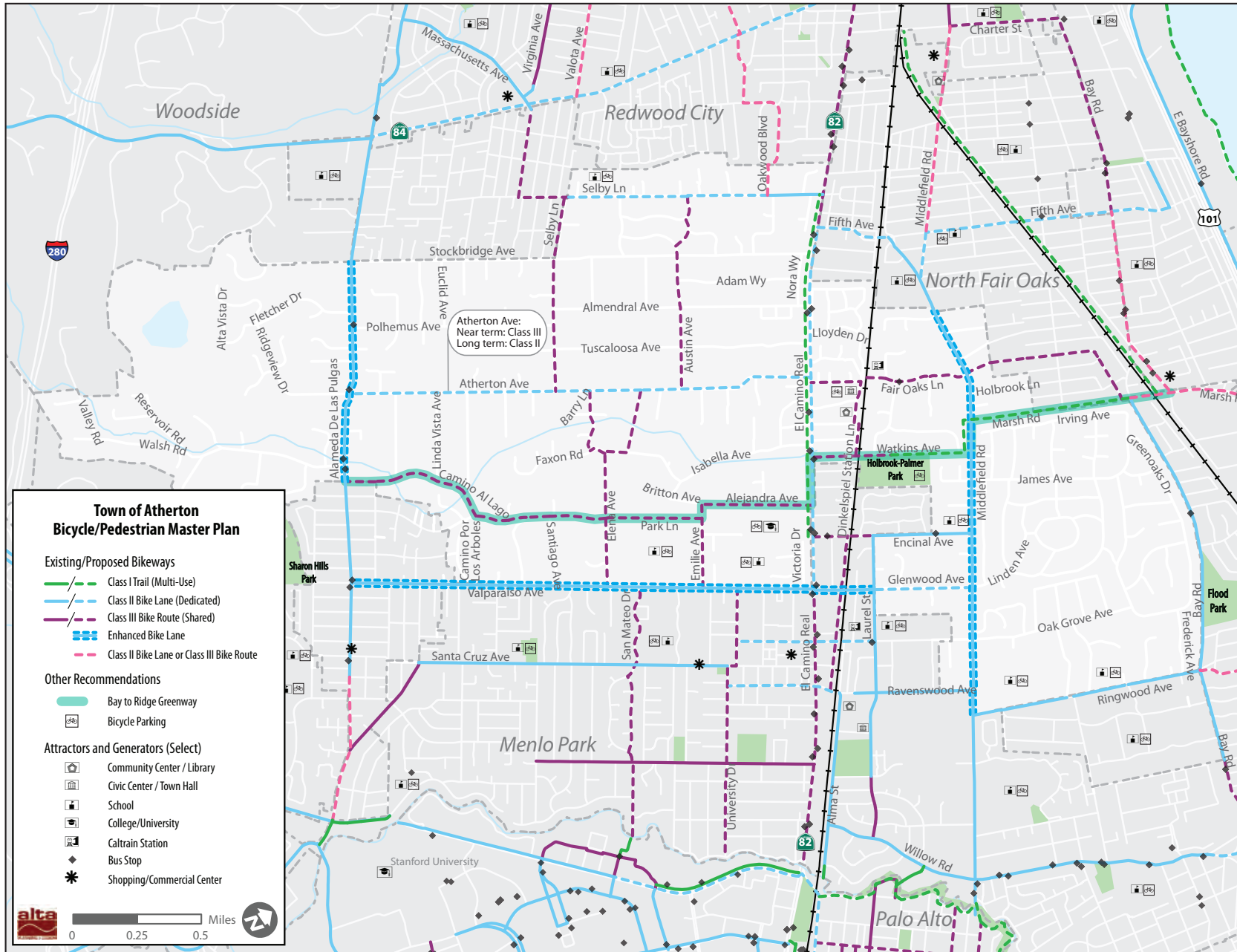


Figure 19: Town of Atherton Existing and Proposed Bicycle Network