



STAFF REPORT

City Council
Meeting Date: 12/16/2025
Staff Report Number: 25-189-CC

Informational Item: Update on the City’s street maintenance projects for 2026

Recommendation

Staff recommends the City Council receive an update on the City’s street maintenance projects for 2026. The projects are consistent with the City’s Street Resurfacing Program and 5-Year Street Maintenance Plan.

Policy Issues

Street maintenance projects are consistent with the City’s goal of maintaining and enhancing its municipal infrastructure and extending the life and safety of its streets. The circulation element of the City’s general plan also includes policies related to the maintenance and safety of the roadway network.

Background

The City maintains approximately 96 miles of roadway across 348 streets. Staff uses StreetSaver, a pavement analysis software endorsed by the Metropolitan Transportation Commission (MTC), as the pavement management system (PMS) for cataloging streets and identifying segments in need of repair. Through grants provided by MTC, a survey and inventory of City pavement conditions is performed every two years. Each street is assigned a pavement condition index (PCI) rating, a numeric identifier that has a scale from zero to 100, to classify the condition of the roadway (Table 1). Currently, the City’s overall PCI is 76 (good) and ranks 21 out of 110 Bay Area jurisdictions.

PCI rating	Street condition
0 to 25	Failed
25 to 50	Poor
50 to 70	Fair
70 to 90	Good
90 to 100	Excellent or brand-new street

The goal of the City’s pavement management approach is to maintain the City’s overall PCI in the good category through preventative maintenance measures. In general, streets with higher PCIs are candidates for cost effective surface treatments, such as slurry seals, which extend the life of existing good pavement. By contrast, streets with lower PCIs require more intensive and expensive repairs such as deep overlays or

full street reconstruction. Table 2 shows different roadway repairs and unit cost estimates of the repair. With proper maintenance, the number of streets requiring full reconstruction can be minimized.

PCI	Recommended repair	Estimated unit cost (square yard)
70 to 100	Slurry seal	\$4
50 to 69	Overlay (1 to 3-inches)	\$34
26 to 49	Deep overlay (over 3-inches)	\$50
0 to 25	Full street reconstruction	\$200

The City primarily maintains its PCI through the implementation of the annual Street Resurfacing Program, included in the Capital Improvement Program (CIP). Staff typically alternate designs between asphalt overlay and slurry seal projects each year. The CIP also includes street improvement projects separate from the annual effort that have a larger scope, more involved traffic control coordination, and integrate multimodal infrastructure or other street or utility improvements. These separate CIP projects may require additional outreach, permitting with other agencies, multiple sources of funding, and higher complexities of design. Examples of these projects include the recently completed Haven Avenue Streetscape Project (from Marsh Road to the Atherton Channel) and the substantially complete Middle Ave. Complete Streets Project.

Each year, staff reviews StreetSaver recommendations based on PCI, available budget and updates the City’s 5-year Street Maintenance Plan (Plan). Site evaluations are conducted to confirm the type of treatment needed for street segments in need of maintenance and identify the general scope of work (including coordination with utility improvements). Projects are classified by scope and complexity of work. For example, isolated pavement repairs are addressed by maintenance staff or the City’s on-call paving contractor while larger projects are programmed into the CIP. At the completion of each project, staff updates the City’s GIS database and StreetSaver to catalogue constructed improvements and ensure the City’s PCI is up to date.

The process for determining the City’s street maintenance needs typically involves the following:

- Review of field pavement conditions and resident concerns
- Review of MTC pavement condition reports
- Use of StreetSaver to assess street segments
- Coordination with City departments, West Bay Sanitary District, Cal Water, and other utility agencies to eliminate overlaps with upcoming utility or development work to the greatest extent possible
- Review of projects for implementation of complete streets elements (e.g. pedestrian, bicycle, and vehicular safety improvements) and curb ramps per the Americans with Disabilities Act
- Follow up field assessments to develop a cost/benefit analysis for the recommended pavement treatment
- Update of the Plan and specific street segments and/or projects in the CIP based on available budget each year

Analysis

The Plan is a dynamic document to help guide, and select, future street maintenance projects in the CIP. Proposed street segments in the Plan may change each year based reported issues, site constraints, or funding considerations. The Plan also provides an opportunity to implement City transportation priorities identified in the Transportation Master Plan and Vision Zero Action Plan. Where these plans or programs

recommend striping changes to enhance safety, or provide complete streets features, staff work to integrate these into the designs.

Staff presented the Plan as an informational item to the City Council Feb. 11, 2025 (Attachment A). Following this meeting, bids were advertised for the 2024-2025 Street Resurfacing and Middle Avenue Complete Streets Projects. To date, the 2024-2025 Street Resurfacing Project has been completed and the Middle Avenue Complete Streets Project is substantially complete (installation of speed feedback signs and rapid flashing beacons are expected in February 2026 due to material lead times).

The following update focuses on the Plan efforts for 2026 (Table 3). A map displaying the limit of work for each project is included as Attachment B. Staff anticipate the City's overall PCI will be maintained at 76 upon successful completion of the following projects next year. Staff will provide a separate update to the City Council on the Plan's five-year projection in the spring.

Rubberized asphalt

In 2021, the City Council held a study session to review rubberized asphalt concrete (RAC) and hot mix asphalt pavement resurfacing options for upcoming capital projects. RAC is composed of recycled tires, reduces vehicle noise at speeds 45 miles per hour or greater, and has a 20-year typical life expectancy compared to 15 years for hot mix asphalt. However, RAC costs 20% to 25% more than hot mix asphalt and is generally more labor intensive to install. The City Council directed staff to include RAC as a bid alternate to hot mix asphalt for projects:

- proposing a 1.2 to 2.4-inch top lift overlay
- that include the resurfacing of arterial or collector streets
- planned for summer construction

For 2026, improvements on Bay Road and Sand Hill Road will include RAC as a bid alternate where pavement resurfacing is proposed. Note that local streets (including Pierce Road) and projects proposing slurry seal treatment do not meet the above criteria. Additional information regarding these projects is detailed below.

2025-26 Annual Slurry Seal Project

The City typically alternates between an annual slurry seal and resurfacing project each fiscal year. Staff will perform a slurry seal project for fiscal year 2025-26. This is a City-wide project that includes eleven base bid streets and three bid alternates (identified for resurfacing). This project will be bid in January to target construction from spring to summer. Changes to the Plan presented from last year include:

- During field review, staff determined that the pavement condition of Poppy Avenue is inconsistent with StreetSaver (PCI 85) and requires resurfacing. Pavement failure was also reported along Magnolia Avenue from Stanford Avenue to Oakdell Drive (abutting Poppy Avenue). Staff included both streets for resurfacing as a bid alternate.
- Mills Street (from Oak Grove Avenue to the end of Mills Court) and Gloria Circle were included as new street segments. Santa Monica Avenue (PCI 86), from Middlefield Road to Coleman Avenue, was deferred to a future year due to reported grading and drainage issues. Staff is assessing options to improve drainage along this corridor as a potential CIP project.
- O'Keefe Street (from Laurel Avenue to Menalto Avenue) was added as a slurry seal candidate. This street segment also includes upgrading two speed humps to City Standard.
- Slurry seal limits at Oak Grove Avenue starting at El Camino was extended from Chestnut Street to University Drive to provide a better continuity of work

Bay and Pierce Roads Improvement Project

Bay and Pierce Roads will receive pavement repairs next year (slurry seal or asphalt overlays based on pavement condition). Transportation improvements, including new signing, striping, speed hump replacements, and bicycle improvements are proposed as part of the project. The project also includes installation of bicycle lanes at Bay Road and sharrows at Pierce Road. The limit of work at Bay Road previously spanned Ringwood Avenue to Willow Road. During field review, staff determined that the section of Bay Road, from Van Buren Road to Willow Road, is in good condition and does not require roadway treatment at this time. Consequently, the limit of work for Bay Road was revised to end at Van Buren Road. The limit of work along Pierce Road remains unchanged since the last Plan update to City Council. To maximize efficiency, staff will advertise both streets under one project bid. The project is targeting bid advertisement in January with construction from spring to fall.

Note that staff will propose parking removals along the south bound lane of Pierce Road (abutting US-101) to the Complete Streets Commission and City Council early next year. Contingent upon the City Council's direction to remove parking, staff may initiate a change order to install bicycle lanes along the south bound lane of Pierce Road in lieu of sharrows.

Safe Routes to School (SRTS) Intersection Improvements

This project includes intersection upgrades at Sharon Road and Eastridge Avenue and Oak Knoll Lane and Oak Avenue (servicing La Entrada Middle and Oak Knoll Elementary School, respectively) to reduce vehicle speeds and promote safer access to schools. In general, the improvements include new curb ramps, bulb-outs, rapid flashing beacons (at Sharon Road), and signing and striping. In December 2024, the City was awarded up to \$450,500 in grant funds by the San Mateo County Transportation Authority (TA). To ensure timely completion of work pursuant to grant deadlines, this project will be included in the resurfacing work at Bay and Pierce Roads. Construction is scheduled during the 2025-2026 summer break to minimize disturbance to the schools.

Sand Hill Road Watermain Replacement Project

The Sand Hill Road Watermain Replacement Project will replace approximately 4,300 linear feet of aging asphalt concrete water mains located along the westbound lane of Sand Hill Road (between 2950 Sand Hill Rd. and Monte Rosa Drive) and the northbound lane of Monte Rosa Drive (between Sand Hill Road and Siskyou Drive) with high density polyethylene pipe. Pavement repairs as part of the project. Specifically, the street segment from 2950 Sand Hill Rd. to the I-280 intersection will be resurfaced due to poor pavement conditions. The remaining segments of Sand Hill Road and Monte Rosa Drive range from 70 to 90 PCI and qualify for slurry seal treatment. The project will generally slurry seal the westbound lane of Sand Hill Road along this span (the intersection of 2700 Sand Hill Rd. will be fully slurry sealed to accommodate high visibility cross walks). Monte Rosa Drive will also be slurry sealed along the full width of the street to provide better continuity of work. Staff will bid this project in January with construction following from spring to winter.

Resurfacing Work by California Water Service (Cal Water)

Cal Water informed the City of plans to replace water mains along University Drive (from Middle Avenue to Creek Drive), Harvard Avenue (from University Drive to El Camino Real), and Partridge Avenue (from University Drive to El Camino Real) earlier this year. The PCI of these streets ranges from 36 to 60 PCI. In particular, Harvard Avenue was identified as a street maintenance project (under 50 PCI) for future consideration in the Plan per the previous update to City Council. Staff is coordinating a funding agreement with Calwater to cost share resurfacing work for these streets to be time and cost efficient. The City would pay for the street resurfacing work beyond Cal Water's required trench restoration limits.

Note that a portion of Cal Water's project overlaps recently completed work at Middle Avenue and

University Drive. Staff shared the project limits for Middle Avenue Complete Streets Project with Cal Water during design and was notified of this conflict in July (during construction of Middle Avenue). Consequently, Cal Water will be required to restore the intersection of Middle Avenue and University Drive in kind as a condition of its encroachment permit. Construction is tentatively scheduled between summer to fall of next year (contingent upon successful coordination with Cal Water).

On-Call Asphalt and Concrete Repair Project

This contract allows staff to address critical asphalt and concrete repairs timely. On-call work orders are typically beyond the capacity of Public Works maintenance staff due to larger scope, design complexity, and required traffic control. In June 2024, the City Council awarded a three-year contract to Cato’s General Engineering, Inc. for On-call Asphalt and Concrete Repair Project. The on-call contract requires the contractor to mobilize within 30 calendar days of any given work order. Examples of recent on-call work include asphalt patch work at Middlefield Road and Willow Road and intersection improvements at University Drive and Menlo Avenue. The on-call contract totals \$1,020,000 each fiscal year of which \$420,000 is reserved for the Plan and the rest is allocated to the City’s sidewalk repair program.

Table 3: Summary of Street Maintenance Projects in 2026

Project	Limit of work	Tentative construction schedule
2025-26 Annual Slurry Seal	Various street segments City-wide	Spring to summer
Bay and Pierce Roads Improvement Project	Ringwood Avenue to Van Buren Road Del Norte Avenue to Carlton Avenue	Spring to fall
SRTS Intersection Improvements (included in Bay and Pierce Roads bid package)	Sharon Road and Eastridge Avenue Oak Knoll Lane and Oak Avenue	Spring to fall
Sand Hill Road Water Main Replacement	Sand Hill Road (2900 block) to Monte Rosa Drive	Spring to winter
Resurfacing Work by Cal Water	University Drive (Middle Avenue to Creek Drive) Partridge Avenue (University Drive to El Camino Real) Harvard Avenue (University Drive to El Camino Real)	Summer to fall
On-Call Asphalt and Concrete Repair	City-wide	As needed

Impact on City Resources

Cost estimates for each of the projects are included below in Table 4. The Plan will be funded through a combination of the highway user’s (gas) tax, construction impact fees, Senate Bill 1 (SB-1), the General Capital Fund, and Measure W. Note that funds for the On-Call Asphalt and Concrete Repair Project were encumbered at the start of this fiscal year, therefore, this project is not listed in Table 4.

Table 4: Estimated project costs	
Project	Estimated cost
2025 – 26 Annual Slurry Seal Project	\$1,700,000
Bay and Pierce Roads Improvement Projects	\$1,500,000
SRTS Intersection Improvement Project	\$500,000
Sand Hill Road Water Main Replacement Project (pavement repair work only)	\$300,000
Resurfacing Work by Cal Water (City share)	\$1,000,000
Total	\$5,000,000
Available funding	\$5,200,000

Environmental Review

This action is not a project within the meaning of the California Environmental Quality Act (CEQA) Guidelines §§15378 and 15061(b)(3) as it will not result in any direct or indirect physical change in the environment.

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

Hyperlink – Plan Update to City Council in February 2025:
www.menlopark.gov/files/sharedassets/public/v/2/agendas-and-minutes/city-council/2025-meetings/20250211/i4-20250211-cc-five-year-street-maintenance-plan-update.pdf

A. 2026 Street Maintenance Projects Map

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2026 STREET MAINTENANCE PROJECTS MAP

LEGEND

- DISTRICT 1 BOUNDARY
- DISTRICT 2 BOUNDARY
- DISTRICT 3 BOUNDARY
- DISTRICT 4 BOUNDARY
- DISTRICT 5 BOUNDARY
- POTENTIAL RESURFACING WORK BY CAL WATER
- SAND HILL ROAD WATER MAIN REPLACEMENT AND RESURFACING PROJECT
- 2026 ANNUAL SLURRY SEAL PROJECT
- PIERCE AND BAY ROADS IMPROVEMENT PROJECT
- SAFE ROUTES TO SCHOOL INTERSECTION IMPROVEMENTS

