STAFF REPORT

City Council
Meeting Date: **3/10/2026**
Staff Report Number: **26-033-CC**

Study Session: **Provide direction on the Slow Streets Program and implementation process**

Recommendation

Staff recommends the City Council provide direction on the Slow Streets Program (Attachment A), which would supersede the Neighborhood Traffic Management Program.

Policy Issues

The Slow Streets Program (Program) is consistent with policies in the 2016 General Plan Circulation Element (e.g., CIRC-2.A, CIRC-4.4), the 2020 Transportation Master Plan (TMP) and 2024 Vizion Zero Action Plan (VZAP). The Program addresses the TMP recommendation to update the Neighborhood Traffic Management Program (NTMP) to streamline resident requests for traffic calming and advances the VZAP by prioritizing locations with documented safety risk. These policies seek to maintain a safe, efficient, attractive, user-friendly circulation system that promotes a healthy and active community in the City.

The proposed Program implementation is consistent with the California Vehicle Code (CVC) and Menlo Park Municipal Code Sections 11.12.010 and 11.24.009 which state that the City Council may, by ordinance or resolution, establish traffic control devices and parking, stopping, and standing restrictions.

Background

The NTMP (Attachment B), originally established in 2004, provides the framework for addressing resident-initiated traffic safety related concerns on residential areas. It represents the City's commitment to enhance the safety and livability in its neighborhoods. In 2020, City Council paused the NTMP in response to budgetary impacts and significantly lower traffic volumes observed during the COVID-19 pandemic. During this period, the City developed the VZAP, which was adopted in 2024 and documents existing collision patterns, identifies high-risk locations, proposes targeted safety countermeasures, and establishes an approach to eliminate traffic-related fatalities and severe injuries. The VZAP also serves as the City's Local Roadway Safety Plan, thereby making the City eligible for certain federal safety funding programs.

On June 28, 2021, through the City's annual budget process, the City Council directed the Complete Streets Commission (CSC) to consider and provide feedback on the existing NTMP process.

On Oct. 12, 2021, City Council approved the CSC 2021-22 work plan, including an evaluation of the

existing NTMP process.

On March 9, 2022, the CSC asked staff to examine the existing NTMP process and provide recommendations on the next steps for consideration.

On April 13, 2022, staff presented to the CSC on potential changes to the NTMP process, including separating resident concerns by type and using collisions, speed, and traffic volume as the qualifying criteria.

On Sept. 12, 2023, City Council directed staff to update the NTMP to ensure consistency with the VZAP and to address several structural limitations. Specifically, City Council asked staff to re-evaluate the petition required by the NTMP, expressing concerns that the process did not provide equitable access for all due to the time and effort needed to gather signatures. In addition, City Council requested that staff propose a streamlined effort as the NTMP's evaluation and implementation framework required substantial staff resources, often resulting in multi-year timelines to evaluate and advance requests.

Analysis

The Program replaces the NTMP and establishes a data-driven and equitable process for the assessment of neighborhood street safety concerns, prioritization of projects and implementation of appropriate traffic calming measures. Neighborhood streets eligible for traffic calming under the Program include Neighborhood Connectors, Local Access Roadways, and Bicycle Boulevards, as identified in the City's General Plan Circulation Element.

<u>Process changes</u>

1. The Program introduces several key changes from the former NTMP as summarized below.
2. Removal of the petition requirement: The NTMP required residents to gather signatures before a request could move forward, which was time consuming. By removing the signature-gathering requirement, residents can submit traffic related concerns through an online form on the City's website, ensuring all residents have equal access to the process.
   Data driven eligibility criteria and standardized scoring: The Program aligns with the TMP and VZAP by introducing a points-based evaluation system that prioritizes and ranks locations by their demonstrated safety needs. This approach directs resources to locations with the greatest potential safety benefit by focusing on measurable conditions associated with elevated safety risk. Set criteria include vehicle speeds, measured volumes, collision history, and proximity to schools, parks or underserved communities. The metrics and thresholds for each of the criteria based on engineering best practices, state and federal regulations, and City plans, policies, and guidelines.

The scoring criteria and metrics are as follows:

- Speed – Frequent speeding is a primary contributor to crash risk and injury severity on neighborhood streets. The Program uses the 85th percentile speed – defined as the speed at or below which 85% of drivers are traveling – and assigns one point per mile per hour (mph) that the measured speed exceeds the 25-mph prima facie speed limit on neighborhood streets. This metric captures typical driver behavior, accounts for recurring speeding patterns, and aligns with crash-risk relationships recognized by the Federal Highway Administration.

- Injury collisions – Documented injury collisions provide direct evidence of existing safety issues. The Program assigns two points per injury collision recorded in the past three years through the SafeTREC Transportation Injury Mapping System to ensure that locations with demonstrated safety concerns receive higher priority.
- Traffic volume / average daily traffic (ADT) – Higher traffic volumes increase exposure and the likelihood of conflicts between roadway users, particularly when combined with higher speeds. The Program assigns one point for every 500 vehicles above 750 weekday ADT, based on one year of historical data and consistent with the City's Transportation Impact Analysis guidelines.
- Proximity to community activity centers – Neighborhood streets near schools, parks, and public facilities serve higher concentrations of pedestrians and bicyclists, as trips originating throughout neighborhoods tend to converge at these destinations. The Program assigns one point if the street segment is adjacent to schools, parks, pedestrian/bicycle bridges and undercrossings, or public facilities, as identified in the General Plan Land Use Element (City Composition).
- Underserved communities – Equitable access to safety improvements is a core Program objective and supports equitable investment across neighborhoods. The Program assigns one point if the street segment is located within an underserved community, as defined in the City's Environmental Justice Element.

3. Batched review instead of one-by-one processing:
   Under the NTMP, projects often took multiple years to implement. Each concern was evaluated independently as it was submitted, and staff resources were often in competition with other priorities, leading to delays and backlogs. The Program evaluates all eligible traffic safety related concerns in batches, allowing for more efficient data collection, prioritization, and resource allocation. This establishes a standardized process with predictable timelines aligned with the City's annual budget process, enabling staff to better plan and set aside necessary resources. The eligibility requirements exclude projects that may require more complex evaluations, broader community input, stakeholder alignment, additional funding, and City Council review.

Data sources

Traditional traffic count data are typically collected over a 24–72 hour period using pneumatic tubes at selected locations. While these counts provide accurate measurements for a specific time period, they represent only a limited snapshot of traffic conditions and can vary depending on the time of year or specific days the data are collected. For this Program, staff will use StreetLight to obtain speed and traffic volume data citywide. StreetLight is a transportation data platform that estimates vehicle speeds and traffic volumes using anonymized location data from mobile devices and in-vehicle navigation systems.

Unlike traditional counts collected at individual locations, StreetLight provides continuous, year-round averages for each roadway segment across the city. This approach allows staff to assess typical operating conditions, account for daily and seasonal variability, and develop a more representative understanding of prevailing speeds and traffic volume patterns across the city. Citywide coverage enables staff to efficiently evaluate a large number of resident-requested segments and provide a consistent and defensible basis for comparing relative risk across locations.

Complete Streets Commission

On Jan. 14, the CSC reviewed the Program draft document and presentation, received comments from virtual attendees, and provided feedback. The CSC unanimously voted to recommend the Program to City

Council with the following modifications:

- Changing the scoring on vehicle speeds over the speed limit from linear to non-linear (e.g., higher points for speeds above the limit rather than one point per mile per hour over the limit); and
- Inclusion of a scoring factor to reflect bicycle and pedestrian usage on neighborhood streets.

Speed scoring and non-linear injury risk consideration as a change to the scoring criteria:
The Program proposes a linear scoring approach for vehicle speeds, with one point assigned for each mile per hour above the posted speed limit. This methodology is consistent with the VZAP, which identifies speed as a primary contributing factor in traffic fatalities and serious injuries and emphasizes speed management as a core safety strategy. Research has demonstrated the relationship between vehicle speed and pedestrian injury severity (Impact Speed and a Pedestrian's Risk of Severe Injury or Death, AAA Foundation for Traffic Safety, 2011). The findings show that injury risk increases incrementally at lower speeds, typical of neighborhood streets, and becomes increasingly non-linear at higher speeds, particularly above approximately 40 mph (Attachment C).

Staff recommends retaining the existing linear scoring methodology for vehicle speeds as this approach provides a proportional method for observed speed ranges on neighborhood streets. The 85th percentile speed data collected between January and August 2025 for neighborhood streets, for example, indicates that 85th percentile speeds are generally within the posted speed limit. Of the 252 neighborhood street segments in the City, five had 85th percentile speeds exceeding 30 mph while none had 85th percentile speeds exceeding 35 mph. These findings indicate that neighborhood streets remained within the lower speed range where injury risk increases incrementally, supporting the linear scoring proposed in the Program. Using a non-linear model would have little impact because the speeds are not in the range where risk accelerates sharply (speeds above 35-40 mph).

Bicycle and pedestrian volume consideration as an additional scoring criterion:
The CSC expressed interest in incorporating pedestrian and bicycle activity into the Program scoring. Neighborhood streets are low-speed, low-volume streets that are part of the City's bicycle network and serve as the starting and ending points for most walking and bicycling trips. While these streets typically do not require dedicated bike lanes, trips often converge at key destinations, such as schools, parks, and other public facilities.

The Program includes a scoring criterion that awards an additional point to street segments adjacent to community activity centers, where walking and bicycling trips from across the neighborhood converge at shared destinations. These activity centers are identified in the General Plan Land Use Element (City Composition) and provide a consistent, citywide method to prioritize locations serving more vulnerable users. However, the criterion originally did not include pedestrian and bicycle bridges. Staff recommends adding pedestrian/bicycle bridges and undercrossings to the community activity center scoring in response to the CSC's feedback. This approach prioritizes locations with highest concentration of pedestrian and bicycle activities, ensuring that areas serving the highest number of vulnerable users are addressed first.

<u>Implementation</u>
Once a traffic safety related concern is evaluated, a project design will be developed based on engineering standards, the VZAP Countermeasure Toolbox (Attachment D), and available resources. The countermeasures in the VZAP Toolbox have been identified as the most applicable for traffic calming on

neighborhood streets. Projects on an emergency response route will require further study and coordination to ensure the proposed design does not affect emergency operations. Traffic control devices as defined by the CVC that may be installed as part of this Program include stop controls (e.g., stop signs), advance stop bars, marked crosswalks, neighborhood traffic circles, median refuge islands, and rectangular rapid flashing beacons. Countermeasures such as speed humps are not defined as traffic control devices per the CVC and can be installed without City Council approval. To improve administrative efficiency, staff is recommending that the City Council consider approving an implementation process that would allow the city manager or designee to install traffic control devices consistent with the CVC, without returning to the City Council for individual approvals.

Next steps

Staff is seeking City Council direction on the Program and the proposed implementation process to support administrative efficiency. Staff would return in April and recommend City Council's adoption of the Program as a consent item.

Impact on City Resources

There are sufficient funds in the Public Works operating budget for the administration of the Program. The implementation of specific capital projects will be funded through the Program, which is included in the fiscal year 2025-26 Capital Improvement Plan and funded by Measure A. Measure A is the San Mateo County Transportation Authority's voter-approved half-cent sales tax dedicated to funding transportation improvements throughout San Mateo County. Future funding requests will be made through the City's annual budget process.

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

A. Draft Slow Streets Program
B. Hyperlink – Neighborhood Traffic Management Program (2004): www.menlopark.gov/files/sharedassets/public/v/2/public-works/documents/transportation/neighborhood-traffic-management-program-ntmp.pdf
C. Impact Speed and a Pedestrian's Risk of Severe Injury or Death
D. Hyperlink – Vision Zero Action Plan Countermeasure Toolbox: www.menlopark.gov/files/sharedassets/public/v/3/public-works/documents/transportation/transportation-projects/menloparkvzap-countermeasuretoolbox.pdf

Report prepared by:
Catrine Machi, Senior Transportation Planner

Report reviewed by:
Joanna Chan, Transportation Manager
Azalea Mitch, Public Works Director

Slow Streets Program

DRAFT

City of Menlo Park
Public Works
Transportation Division
March 2026

Table of Contents

INTRODUCTION 3
HISTORY 3
PROGRAM GOALS AND OBJECTIVES 3
GUIDING PRINCIPLES 4
PROGRAM PROCESS 6
1. Intake of Resident Information 6
2. Eligibility Review 6
3. Evaluation and Prioritization 7
4. Design 9
5. Implementation 9
COUNTERMEASURE TOOLBOX 15
APPENDIX A: DEFINITIONS 16
APPENDIX B: REFEENCED PLANS AND POLICIES 17

DRAFT

INTRODUCTION

An increasing number of Menlo Park residents are concerned about vehicular traffic volumes and speeds on neighborhood streets. As a direct-action item of the Vision Zero Action Plan (VZAP) adopted by City Council in 2023, the Slow Streets Program (Program) provides a framework for the evaluation of resident-initiated safety concerns on neighborhood streets. The Program replaces the Neighborhood Traffic Management Program (NTMP) and establishes a data-driven and equitable process for assessing neighborhood street safety concerns, prioritization of projects, and implementation of appropriate traffic calming measures. Neighborhood streets eligible for traffic calming under the Program include Neighborhood Connectors, Local Access Roadways, and Bicycle Boulevards (Figure 1) as identified in the City's General Plan Circulation Element.

HISTORY

The Program is the successor to the NTMP, which was originally established in 2004 and reflected the City's commitment to enhance safety and livability in its neighborhoods. The NTMP was paused during the COVID-19 pandemic. During this period, the City adopted the VZAP, which documents existing collision patterns, identifies high-risk locations, proposes targeted safety countermeasures, and establishes a clear commitment to eliminate traffic-related fatalities and severe injuries. The VZAP also serves as Menlo Park's Local Roadway Safety Plan (LRSP), thereby making the City eligible for certain federal safety funding programs.

City Council provided direction to update the NTMP to ensure consistency with the VZAP and to address several structural limitations. Specifically, City Council directed staff to address concerns that the petition-based process not providing equitable access for all and the evaluation and implementation framework requiring substantial staff effort, often resulting in multi-year timelines to advance individual requests.

PROGRAM GOALS AND OBJECTIVES

The Program's goals and objectives are as follows:

Enhance Neighborhood Safety with Safe Speeds

- Design traffic calming measures using engineering best practices to encourage safe speeds on neighborhood streets.

Manage Traffic Patterns

- Implement traffic calming strategies that encourage safe speeds and maintain neighborhood circulation.

Promote Equitable and Data-Driven Implementation

- Ensure all neighborhoods in the city have equal access to the Program and its benefits.
- Use a data-driven process to objectively evaluate and prioritize projects.

Balance Public Safety and Emergency Access

- Minimize impacts on emergency response vehicles.

Support Community Engagement

- Provide a framework to solicit community's and residents' safety concerns.

DRAFT

GUIDING PRINCIPLES

The Program builds on the City's ongoing commitment to safer and more livable neighborhoods and Complete Streets. It establishes a set of guiding principles that ensure consistent implementation and alignment with the City's broader transportation priorities.

What Streets Are For:
The City adopted a Complete Streets Policy in 2013.

> WHEREAS, the term "Complete Streets" describes a comprehensive, integrated transportation network with infrastructure and design that allows safe and convenient travel along and across streets for all users, including pedestrians, bicyclists, persons with disabilities, motorists, movers of commercial goods, users and operators of public transportation, seniors, children, youth, and families, emergency vehicles, and freight – Resolution No. 6123

Menlo Park's neighborhood streets play a vital role in providing access to homes, schools, parks, and community destinations. Neighborhood streets are not intended for high traffic volumes and speeds; rather, they are designed for local access and circulation. The City's Transportation Master Plan and Complete Streets Policy guide the design of neighborhood streets to safely accommodate all modes within the available right-of-way, often providing dedicated space for pedestrians, vehicles, and bicycles. For example, there are sidewalks for pedestrians, travel lanes for vehicles, and shared or designated bike routes for cyclists. On very low-volume streets, people walking, biking, and driving may share space due to limited right-of-way or the absence of sidewalks. The City's Sidewalk Master Plan guides the expansion of the City's sidewalk network where segments are missing. Sidewalks are typically installed through frontage improvement requirements associated with development projects.

The California Vehicle Code establishes the legal framework defining streets as public assets primarily intended to support movement.

> Per California Vehicle Code Section 590, *"a street is a way or place of whatever nature, publicly maintained and open to the use of the public for purposes of vehicular travel. 'Street' includes highway."* Additionally, Vehicle Code Section 530 states, *"a 'roadway' is that portion of a highway improved, designed, or ordinarily used for vehicular travel."*

The Program is consistent with the primary design and legal function of streets and is not intended to create shared streets.

Compatibility with City Plans and Policies: The Program must align with overall City transportation goals and objectives. These goals are established in key documents, including the City's General Plan Circulation Element, Transportation Master Plan, VZAP, Sidewalk Master Plan, Crosswalk Policy, and Complete Streets Policy. The Program supports General Plan Circulation Element Policy CIRC-1.3 Engineering by using data-driven findings to focus improvements on the most critical safety projects.

Compliance with Operational and Design Guidelines: Recommended traffic calming measures must comply with applicable operational and design guidelines. These include, but are not limited to, the California Manual on Uniform Traffic Control Devices (CA MUTCD), the Institute of Transportation Engineers (ITE) Traffic Engineering Handbook, Caltrans Traffic Manual and Caltrans Highway Design Manual (HDM), the American Association of State Highway and Transportation Officials (AASHTO) Policy on Geometric Design of Highways and Streets, and the Americans with Disabilities Act requirements.

DRAFT

Community Engagement: Equitable public input is fundamental to the Program's success. The Program includes a structured and transparent process that enables public engagement while minimizing the time and effort required by community members.

Safe Speeds: Speed plays a critical role in determining the likelihood of survival in a traffic collision. Higher speeds are strongly linked to increasing crash frequency and severity. The Program focuses on the implementation of measures that ensure safe and appropriate speeds.

Balancing Neighborhood Safety and Citywide Traffic Flow: A well-connected street grid distributes traffic across multiple parallel routes and reduces congestion on individual corridors. Grid networks enhance system resiliency by providing redundant paths that maintain access for emergency response, transit, and local travel when incidents, construction, or closures occur. The Program enhances safety, comfort, and livability of neighborhood streets by maintaining efficient traffic flow and mobility access across the City's transportation network.

Multi-Modal Traffic Movements: The implementation of traffic calming measures through the Program must account for the travel needs of vehicles, public transit, pedestrians, and cyclists.

Cut-Through Trips: Cut-through trips are defined as "those which feature travel along a street classified as a Neighborhood Street as an alternative to a higher-classification street to access a destination that is not within the neighborhood in which the Neighborhood Street is located." This definition helps distinguish between cut-through traffic and local circulation. Traffic generated by residents, visitors, deliveries, and those accessing neighborhood destinations, such as parks, schools, and churches, is not considered cut-through traffic. These users represent intended neighborhood travel that the neighborhood street network is designed to accommodate. This definition is adapted from FHWA's Traffic Calming ePrimer (Module 8)[1].

The Program's traffic calming measures—such as speed humps and striping changes—are intended to reduce speeds, not to divert traffic or restrict access. While minor changes in routing behavior may occur, diversion typically happens only when a noticeably faster or more direct route exists. Traffic calming projects implemented under the Program will be designed to avoid significant new cut-through patterns that compromise the functionality of the neighborhood street. Projects must be designed to ensure that safety objectives are met while maintaining appropriate circulation and access for residents and services.

This Program is not intended to close or restrict access to neighborhood streets. If there is desire to divert traffic or restrict access, that type of request requires a more extensive assessment, including an analysis of how roadway users move through the area now and in the future, and City Council direction.

Warrant Analysis: At the discretion of the City, certain traffic control devices such as stop signs and traffic signals may be considered for installation when warrants are met. "Warrants" are standards set by the California Manual on Uniform Traffic Control Devices (CA MUTCD) that describe when a specific device may be needed to improve safety or traffic flow. These standards account for factors such as the number of vehicles and pedestrians that use an intersection, how often crashes occur, and whether visibility is limited. Meeting a warrant means that installing a device could be appropriate, but it does not automatically require it. These guidelines, along with engineering judgment and site conditions, will be used to decide whether a new traffic control device, such as a stop sign or traffic signal, should be installed.

[1] https://highways.dot.gov/safety/speed-management/traffic-calming-eprimer/traffic-calming-eprimer-module-8

Maintenance: The Program prioritizes solutions that are durable with minimal upkeep to reduce potential long-term maintenance costs.

On-Street Parking: Some traffic calming measures may require the removal of on-street parking spaces. Parking loss at specific locations is evaluated alongside neighborhood support when establishing traffic calming measures. Parking removal must be approved by the Complete Streets Commission or City Council, as described in Menlo Park Municipal Code 11.24.026.

Funding: The Program prioritizes safety for all users by directing resources to locations demonstrating the greatest safety need, recognizing that not all requests can be accommodated. Large or more complex projects that exceed available budget will be considered by City Council through the Capital Improvement Plan process. State and federal grants may be sought to support project implementation. Funding availability will affect timing of project implementation.

Community Art as Traffic Calming Measures: Community art, such as neighborhood gateways, street painting, and signage not intended for traffic control, can offer important benefits, including a stronger sense of place and increased visibility of public space. However, studies such as the Bloomberg Philanthropies Asphalt Art Safety Study[2] and FHWA Vision Zero Implementation Toolkit[3], have shown that art alone is not an effective substitute for traffic calming measures. Art can complement these efforts, but it should not be relied upon as the primary tool for slowing traffic or improving safety. In the State of California, all traffic-control devices on public streets must conform to the CA MUTCD. Unauthorized regulatory, warning, or guidance signs are not permitted under the City's Sign Ordinance (Chapter 16.92) and are not part of the Program. The consideration of community art, in conjunction with other traffic calming measures, may be evaluated on a case-by-case basis, depending on available budget, staffing resources, and maintenance requirements.

PROGRAM PROCESS

The Program follows a process that ensures resident concerns are considered, evaluated, and addressed in a structured and consistent way. The process emphasizes data-driven decision-making—each request will be reviewed against objective criteria, scored using a point-based system, and prioritized for design and implementation according to measurable safety needs, available funding, and staff capacity.

1. Intake of Resident Information

The process is initiated when a resident submits a request regarding traffic safety concerns on a neighborhood street. While most requests originate from residents, the City may also consider requests from schools, senior centers, business owners, or other community-based organizations. If needed, staff may gather additional information to complete the intake.

2. Eligibility Review

City staff will review requests against established eligibility criteria. To qualify, streets must be a neighborhood street which is defined in this document and in the City's General Plan Circulation Element as a Federal Highway Administration (FHWA) designated local street. The term neighborhood street will be used throughout this document and is inclusive of local roads, neighborhood connectors, and bicycle boulevards. Only requests on neighborhood streets will proceed to the evaluation and prioritization phase.

---

[2] Bloomberg Philanthropies (April 2022). Asphalt Art Safety Study. https://assets.bbhub.io/dotorg/sites/43/2022/04/Asphalt-Art-Safety-Study.pdf.

[3] FHWA (March 2024). Vision Zero Toolkit. https://highways.dot.gov/sites/fhwa.dot.gov/files/2024-04/Vision%20Zero%20Toolkit%20508_0.pdf.

Ineligible Projects and other Projects Not Implemented
Requests that are not eligible for the Program may be considered through other City processes. Staff will direct residents to the most appropriate City resource. Examples include:

- Arterials and Collectors – Safety concerns related to higher classification roadways are evaluated in accordance with the City's Transportation Master Plan and VZAP. Corridor-level improvements are implemented through the Capital Improvement Plan.
- Parking or Curbside Management – Concerns regarding residential parking, loading, or curb regulations are referred to staff for review under the City's Municipal Code 11.24.
- Other Service Requests – Maintenance issues such as potholes, signage repair, or vegetation trimming are forwarded to the City's maintenance service request system.

3. Evaluation and Prioritization

Eligible projects will be evaluated and prioritized in batches using a point-based system that measures the relative severity and frequency of safety issues on each street segment. Points will be assigned to each project based on objective criteria that provides a measurable indicator of safety conditions. The criteria consist of the following:

- **Speed** – Operating speeds are one of the strongest predictors of crash risk and injury severity.
- **Injury collisions** – These provide evidence of existing safety concerns.
- **Traffic volume** – Higher volumes, when combined with high speeds, increase the risk of collisions.
- **Proximity to community activity centers** – Locations in close proximity to community activity centers, such as schools, parks, and other community destinations, involve more vulnerable users.
- **Underserved communities** – Ensures alignment with the City's Environmental Justice Element and supports equitable investment across neighborhoods.

Eligible requests will be evaluated, scored, and prioritized based on the following point system:

- **Speed** – one point per mile per hour (mph) that the 85th percentile speed (weekday average of speeds from the past year of available data) exceeds the prima facie speed limit, which is 25 mph on neighborhood streets.
    - <u>Scoring Metric</u>
      The 85th percentile is the speed at or below which 85% of drivers are traveling under free-flow conditions. The 85th percentile speed captures the speed at or below which the vast majority of drivers travel. The value is calculated to include all speeds observed in the dataset for that street segment. Very fast or frequent speeding can increase the 85th percentile if those behaviors occur with regularity. Using this measurement allows all street segments to be compared with one metric in a standardized way that can account for both the frequency and the amount of speeding. This measure aligns closely with crash-risk relationships and is recognized by the Federal Highway Administration as a nationally accepted engineering standard widely applied in traffic studies.

      A prima facie speed limit is a default speed limit established by state law, the California Vehicle Code (CVC) §22352, that applies when no speed limit signs are posted.

    - <u>Threshold methodology</u>
      This evaluation approach removes subjectivity by relying on a consistent, data-driven formula. It also provides increasing weight to higher speeds above the posted limit, acknowledging a higher potential safety risk as speeds increase.

DRAFT

- **Injury collisions** – two points per injury collision identified from the SafeTREC Transportation Injury Mapping System (TIMS) in the past three years of available data that occurs along the street segment.

- **Traffic volume** / **average daily traffic (ADT)** – one point per 500 vehicles (weekday average in the past year of available data) if the total volume exceeds 750 vehicles on the street segment.

ADT Range		Point
0	750	0
751	1250	1
1251	1750	2
1751	2250	3
2251	2750	4
2751	3250	5
3251	3750	6

  - Scoring Metric
    Volume data is collected over 24 hours, during periods of highest typical impact which is on weekdays, Mondays through Thursdays. To account for seasonal variations in travel patterns, the Program uses an average of one year of available historical data.

  - Threshold methodology
    The ADT threshold was established using the existing City of Menlo Park Transportation Impact Analysis (TIA) Guidelines used for assessing potential impacts to streets. The guideline states potentially significant impacts could be seen if a neighborhood street with 750–1,350 vehicles/per day has additional traffic volume added to it. This range of daily street segment volume of 750 vehicles per day was used to establish a scoring threshold for the Program to account for daily street segment volume. This volume threshold was also compared to third party travel data to confirm its appropriateness for neighborhood streets in the City. To determine the prioritization of each project, a step increase of 500 vehicles per day was used to score and rank the projects. The step increase of 500 vehicles per day is similar to the thresholds that are used in the TIA guidelines for analyzing traffic impacts on neighborhood streets.

- **Proximity to community activity centers** – One point is added if the street segment is adjacent to community activity center(s) which are defined as schools, parks, pedestrian/bike bridges and underpasses and public facilities, as defined by the City's General Plan Land Use Element (Figure 3), City's Safe Routes to Schools Citywide Map (Figure 4).

- **Underserved communities** – One point is added if the street segment is in an underserved community, as defined by the City's Environmental Justice Element.

Each criterion contributes to an overall score, with higher scores indicating greater safety concerns and a higher priority for improvement. Together, these criteria ensure that prioritization is data-driven, consistent,

DRAFT

and focused on identifying the locations with the highest need and greatest potential for safety improvement. The highest-ranking projects will be selected for design based on the available annual budget, expected project costs, and staff resources. Projects that receive points for traffic speeds or collisions but are not implemented due to budgetary constraints will be carried over to the following year's prioritization process.

If the project receives points for speed and is along an emergency response route (Figure 2), it will require further study and coordination with the Menlo Park Fire Protection District. These emergency response route projects are evaluated separately and may be recommended for implementation under the City's Capital Improvement Plan. Projects that do not receive points for traffic speeds or collision criteria will not be further evaluated or prioritized.

4. Design

Once prioritized, selected projects will proceed to the conceptual design phase, where City staff or consultants will develop and recommend traffic calming measures. Project designs will be developed based on engineering standards and the Vision Zero Countermeasure Toolbox. City staff will present the list of projects and the conceptual designs to the Complete Streets Commission and gather community feedback to inform the final design.

5. Implementation

Projects may be advanced for implementation through the following delivery pathways, depending on project location, scale, and available budget.

- Program – Smaller-scale, quick build projects that can be implemented with limited design and resources, and do not require City Council review or approval and use Program capital funds.
- Street Maintenance Plan – Improvements may be included in the annual street resurfacing project depending on the project location.
- Capital Improvement Plan – Larger or more complex projects may be incorporated into the City's 5-Year Capital Improvement Plan as separate capital projects.

DRAFT

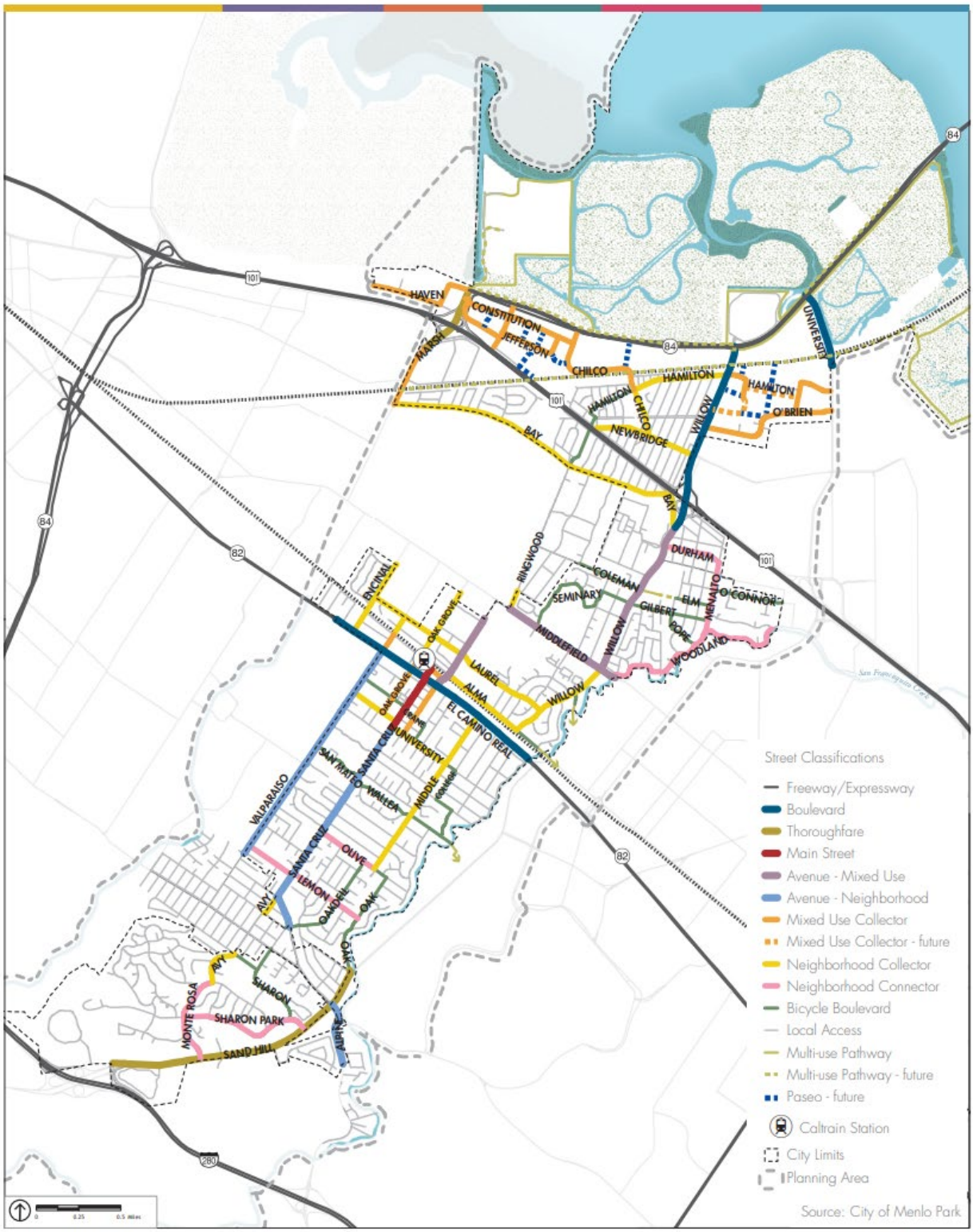


Figure 1: Street Classificaitons

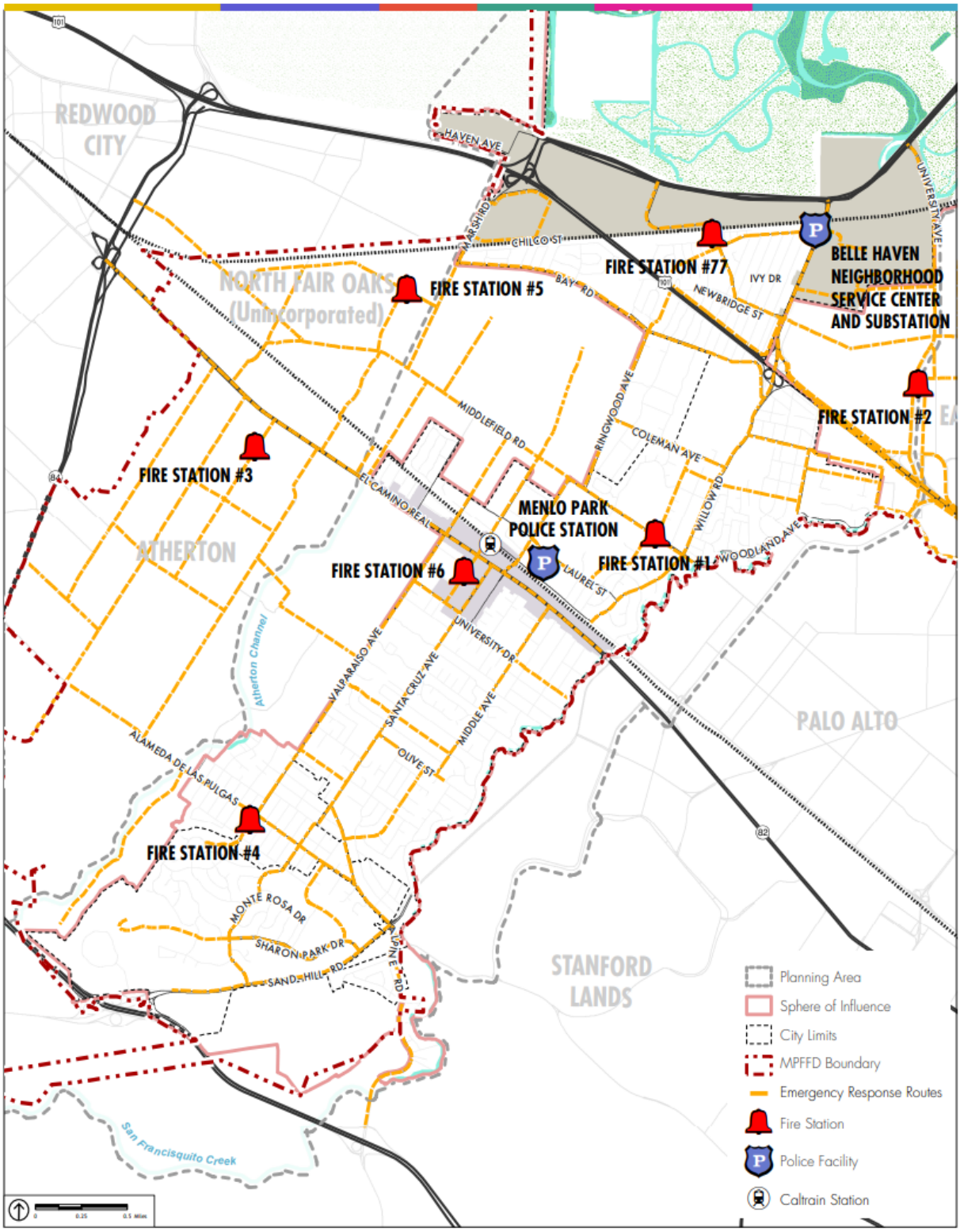


Figure 2: Emergency Response Routes

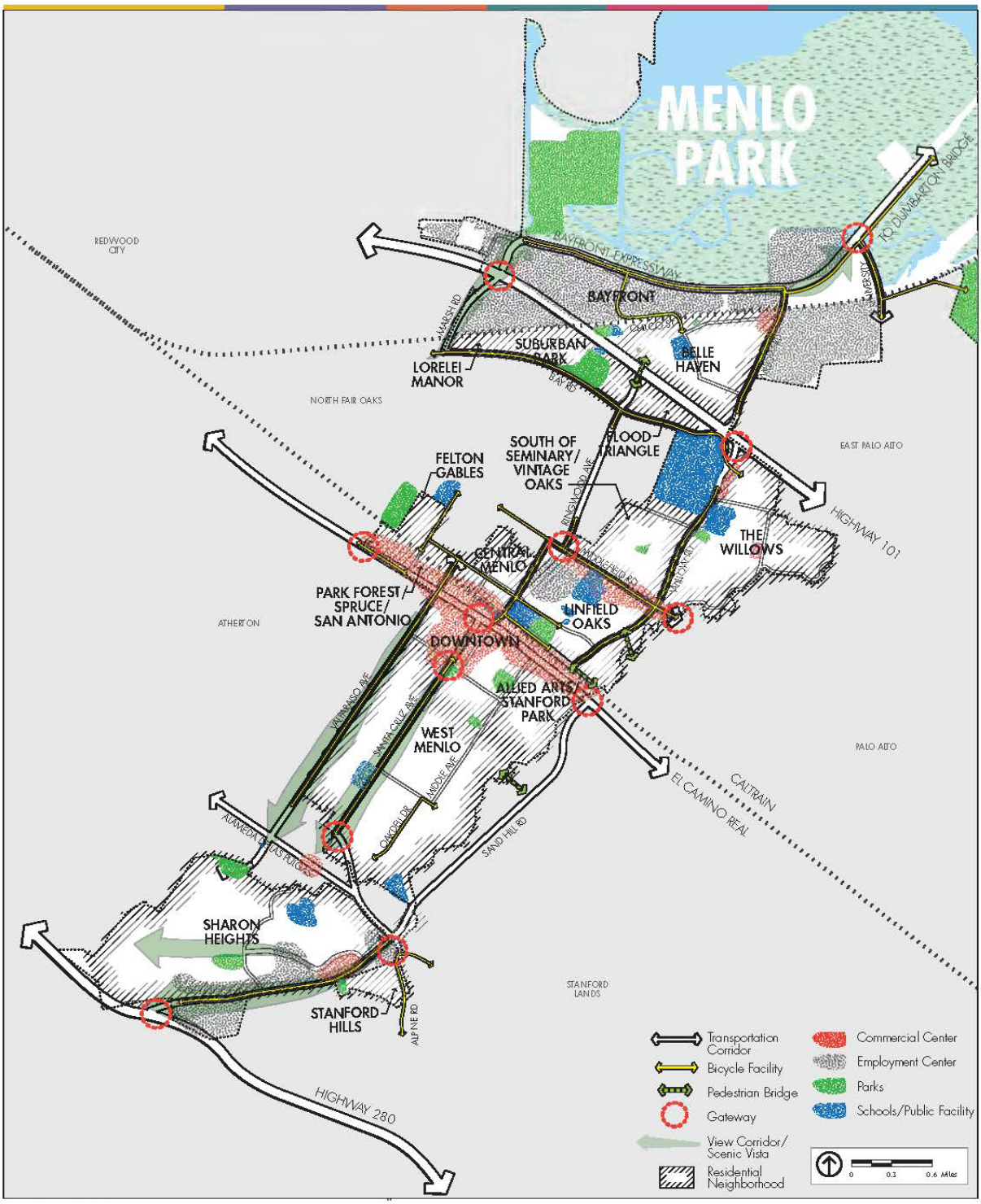


Figure 3: Community Features

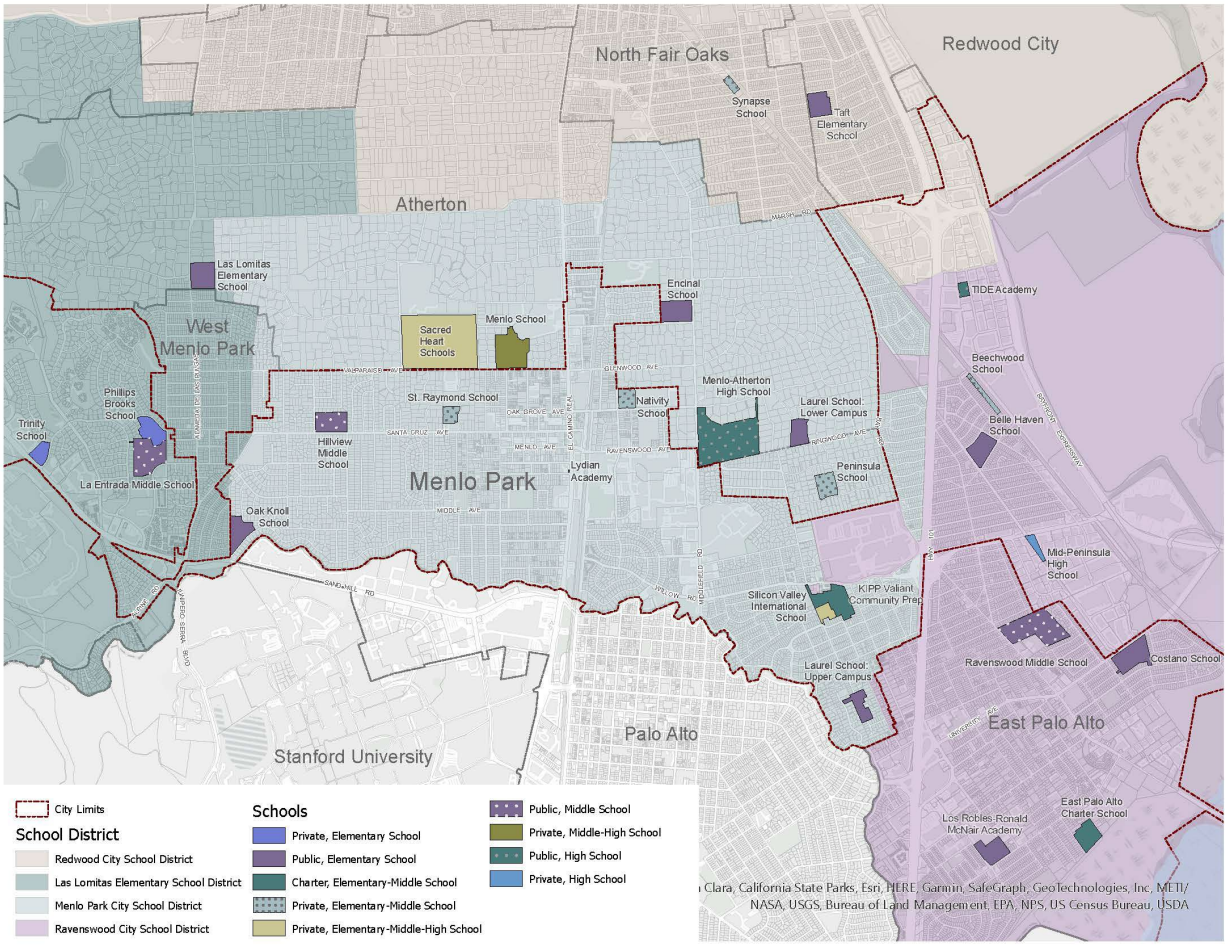


Figure 4: Safe Routes to Schools Citywide map

DRAFT

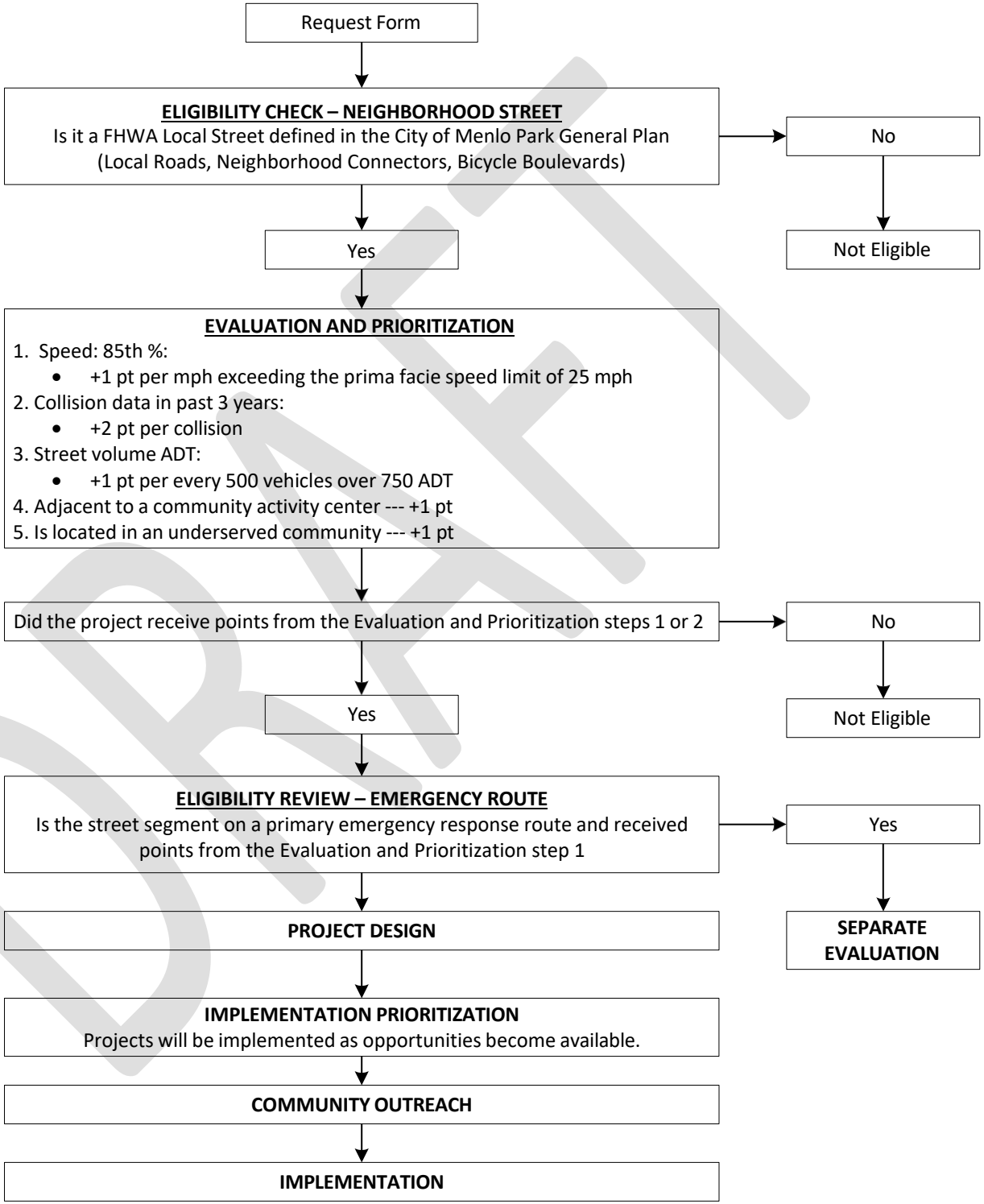


Figure 5: Program Process Chart

DRAFT

COUNTERMEASURE TOOLBOX

Program project designs will be developed based on engineering standards, the Vision Zero Countermeasure Toolbox, and available resources. The list below presents a subset of countermeasures drawn from Appendix D: Countermeasure Toolbox of the VZAP. These countermeasures have been identified as the most applicable to traffic calming measures for neighborhood streets. These include a range of measures to address issues related to speed, volume, and safety. Not all measures that may be acceptable are desirable in all situations. Many of the measures described herein may be used in combination with each other, and there may also be design variations of each measure. Selection of the appropriate tool is guided by engineering discretion, site context, and safety needs.

GEOMETRIC MODIFICATIONS
- Neighborhood Traffic Circle

OPERATION/WARNING
- All-Way Stop Control
- Lane Narrowing
- Advanced Stop Bar
- Curb Extensions

PEDESTRIAN AND BICYCLE
- High-Visibility Continental Crosswalk
- Speed Hump or Speed Table
- Raised Median/Refuge Island
- Raised Crosswalk
- Rectangular Rapid Flashing Beacon
- Bicycle Boulevard

DRAFT

APPENDIX A: DEFINITIONS

Street Classifications:

- Arterials: Serve as the primary routes for moving traffic efficiently over long distances. These roadways typically have higher speed limits ranging from 30 to 45 mph[4], and often carry an Average Daily Traffic (ADT) of 3,500[5] vehicles or more.

- Collectors: Serve to gather traffic from neighborhood streets and channel it towards the arterial network. Collectors balance access and mobility and often traverse residential or commercial areas. These roadways typically have speed limits ranging from 25 to 45 mph and often carry an ADT of 1,501 to 3,499 vehicles or more.

- Neighborhood Streets: Serve to provide direct access to residential properties and have the lowest traffic volumes and speeds. These roadways prioritize access over mobility, and speeds tend to be much lower, often around 25 mph, to ensure safety in neighborhoods where pedestrians and cyclists are common and often carry an ADT of 1,500 vehicles or less.

Speed:

- 85th percentile speed: When the data is sorted from lowest to highest, it represents the speed below which 85% of those observations fall. State law requires speed limits to be set at the nearest 5 mph increment to this value, with limited allowances to lower by an additional 5 mph for documented safety concerns or under the provisions of Assembly Bill 43. The 85th percentile speed is also an established engineering standard used in roadway design as outlined in the California Manual on Uniform Traffic Control Devices (CA MUTCD) and the American Association of State Highway and Transportation Officials (AASHTO).

- Prima Facie speed limit: Under the California Vehicle Code (CVC §22352)[6], a prima facie speed limit is the default, presumed lawful speed limit that applies on certain types of roads or locations, even if no speed limit sign is posted. Standard Prima Facie Limits in California include 25 mph on neighborhood streets.

Underserved Community: The City's Environmental Justice Element (EJE) identifies Belle Haven and the Bayfront as underserved communities.

---

[4] Federal Highway Administration. (2025). Speed Limit Setting Handbook. https://highways.dot.gov/sites/fhwa.dot.gov/files/Speed-Limit-Setting-Handbook.pdf

[5] Caltrans. Roadway Classification. https://dot.ca.gov/programs/traffic-operations/traffic-ops-manual/glossary#LetterR

[6] California Vehicle Code. Section Number 22352. https://leginfo.legislature.ca.gov/faces/codes_displaySection.xhtml?lawCode=VEH&sectionNum=22352

APPENDIX B: REFEENCED PLANS AND POLICIES

City of Menlo Park Circulation Element:
https://www.menlopark.gov/files/sharedassets/public/v/1/community-development/documents/general-plan/circulation-element-adopted-20161129.pdf

City of Menlo Park Vision Zero Action Plan:
https://www.menlopark.gov/files/sharedassets/public/v/5/public-works/documents/transportation/transportation-projects/menlo-park-vision-zero-action-plan-final.pdf

City of Menlo Park Vision Zero Action Plan – Countermeasure Toolbox:
https://www.menlopark.gov/files/sharedassets/public/v/3/public-works/documents/transportation/transportation-projects/menloparkvzap-countermeasuretoolbox.pdf

City of Menlo Park Transportation Master Plan:
https://www.menlopark.gov/files/sharedassets/public/v/2/public-works/documents/transportation/transportation-projects/2020-transportation-master-plan.pdf

City of Menlo Park Environmental Justice Element:
https://www.menlopark.gov/Government/Departments/Community-Development/Planning/Comprehensive-planning/Environmental-Justice-EJ-Element

City of Menlo Park Transportation Impact Analysis Guidelines
https://www.menlopark.gov/files/sharedassets/public/v/2/public-works/documents/transportation/transportation-projects/tia-guidelines-modifications-approved.pdf

City of Menlo Park Citywide Crosswalk Policy
https://www.menlopark.gov/files/sharedassets/public/v/1/public-works/documents/transportation/transportation-projects/citywide-crosswalk-policy-20160906.pdf

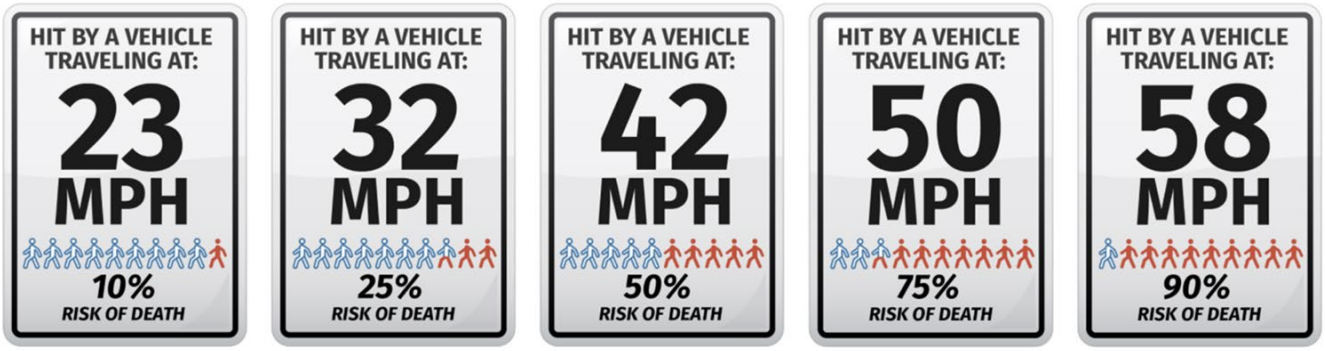
Office of Traffic Safety – Safe System Approach
https://www.ots.ca.gov/the-safe-system/

SafeTREC Transportation Injury Mapping System (TIMS):
https://safetrec.berkeley.edu/tools/transportation-injury-mapping-system-tims

DRAFT

Impact Speed and a Pedestrian's Risk of Severe Injury or Death

Speed – Risk of Injury Relationship, Menlo Park Visio Zero Action Plan, 2024



Speed – Risk of Injury Relationship, Impact Speed and a Pedestrian's Risk of Severe Injury or Death, 2011

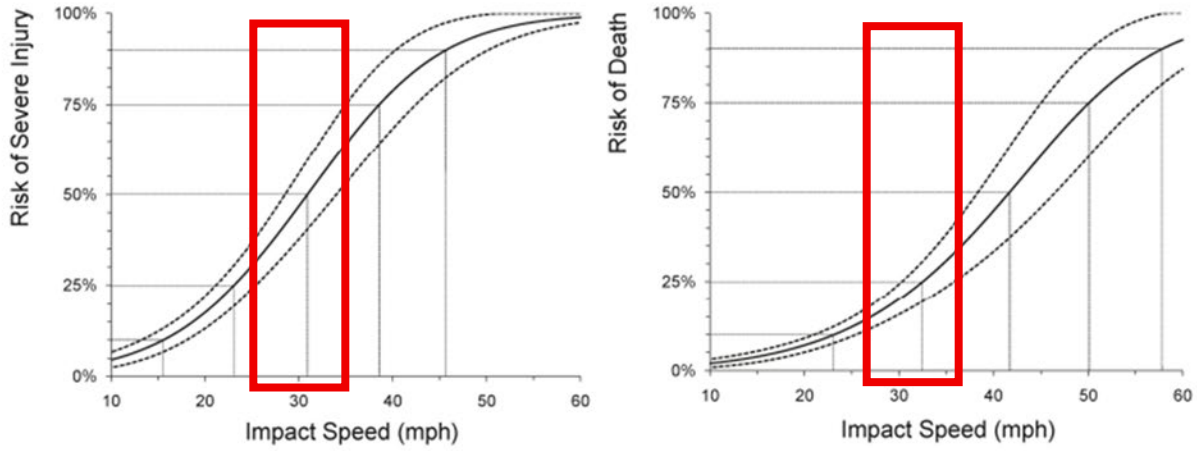


Figure 1. Risk of severe injury (left) and death (right) in relation to impact speed in a sample of 422 pedestrians aged 15+ years struck by a single forward-moving car or light truck model year 1989–1999, United States, 1994–1998. Risks are adjusted for pedestrian age, height, weight, body mass index, and type of striking vehicle, and standardized to the distribution of pedestrian age and type of striking vehicle for pedestrians struck in the United States in years 2007–2009. Dotted lines represent point-wise 95% confidence intervals. Serious injury is defined as AIS score of 4 or greater and includes death irrespective of AIS score.

The red box indicates the range of 85th percentile speeds found that were in excess of the speed limit of 25 mph measured on Menlo Park neighborhood streets between Jan. and Aug. 2025. None had speeds exceeding 35 mph.