



TOWN OF PORTOLA VALLEY STAFF REPORT

TO: Mayor and Members of the Town Council

FROM: Howard Young, Public Works Director

DATE: August 14, 2019

RE: Pedestrian Safety Study - Next Steps
([Link to Draft Pedestrian Safety Study](#))

RECOMMENDATION:

Staff recommends that the Town Council:

1. Accept the Pedestrian Safety Study and provide feedback
2. Provide direction as it relates to the Town's review process with its Commissions and Committees.

BACKGROUND

Over the last several years, residents have expressed and submitted concerns of pedestrian safety to the Town and to the Town's Bicycle, Pedestrian, and Traffic Safety Committee (BPTS) by email or by attending its public meetings. Concerns were mainly from parents and children that were walking and biking to local schools and destinations. This resulted in the staff and Committee performing more outreach and coordinated field meetings with the community. The Committee and staff then formed a recommendation to the Town Council to perform minor improvements and to consider performing and funding a pedestrian safety study. The Town Council discussed and approved the recommendations at its November 8, 2017 meeting and directed staff to solicit and return with a budget for the study for Council approval (Attachment 1 – 11/8/17 meeting minutes).

The study was included in the Town's fiscal year 2018/2019 budget. A BPTS sub-Committee and staff developed a scope of work, which was then approved by the BPTS Committee at a public meeting. A traffic engineering consultant (Krupka Consulting) was retained to perform the limited study at the selected locations. The purpose of the study was to conduct a professional traffic engineering review of the school areas and major corridor streets identified with regard to pedestrian safety and provide conceptual ideas and opinion about potential improvements to address observed issues. The study included the consultant (Paul Krupka) interviewing representatives of the local schools, lead community members, BPTS members, and staff to develop an understanding of the users and communities' issues.

DISCUSSION

As part of the study, extensive public outreach to solicit additional input and comments was performed through the Town's social media and BPTS public meetings beginning October 1, 2018. The school district and engaged residents were provided individual notifications. The schools also emailed the Town's outreach announcements to encourage parent participation. In addition to its regular meetings, two special BPTS meetings were held to solicit community input: a "Community Input" meeting on December 6, 2018 with a follow up meeting on March 6, 2019. Multiple notices were sent out in advance about all the meetings. In addition, presentation exhibits were placed in the public library for additional public input through January 23, 2019. Public input in the form of comments based on BPTS meetings, posted notes on exhibits, and email comments were provided to the consultant for consideration. The draft preliminary results of the Pedestrian Safety Study (Attachment 2) was presented at a special evening BPTS meeting on April 11, 2019 by staff and the consultant, and included photos of sample installations. The BPTS committee agreed with the draft preliminary results and recommended forwarding the matter to the Town Council for further consideration. The initial draft report has been available on the Town's website, with an invitation to submit comments by email, as part of the continuing public outreach effort. Staff notes that the draft study was revised in preparation of this Council meeting to include vicinity maps and a proposed improvements chart summary.

At a study session held at the April 24, 2019 Council meeting, staff presented an update to the Pedestrian Safety Study including history and outreach, and requested an initial discussion on next steps and general process. Photos of sample conceptual installations were also presented. The minutes of the meeting are enclosed as Attachment 3. The Town Council expressed interest in:

- Focusing on locations that are easy to complete.
- Prioritizing application of Caltrans standards in design and construction, and providing guidelines limiting deviations that the authorized Town review bodies may consider during their reviews.
- Utilizing standard improvement templates for the Committee and Commissions to approve instead of reviewing individual locations.
- Reducing other road signage during this study.
- Prioritizing scopes and matching the required funding

The report by Krupka Consulting summarizes the study context, specific Issues, and improvement opportunities. Exhibit A in the report is a preliminary list of issues and improvement opportunities by school location and specific locations in the Alpine Road and Portola Road corridors. It is a long list intended for careful review by Town staff and the BPTS Committee. The tabulation has columns for rough probable costs and priorities, which were left blank to allow immediate focus on the conceptual improvements without influence by these factors. The intent is to refine Exhibit A based on feedback from Town staff, BPTS Committee, Town Council, and add costs and priorities. A factor to mention is the study's emphasis on traffic control device uniformity throughout the Town and conformity with Caltrans standards. Staff and BPTS have reviewed the report and are supportive of its preliminary findings and improvement concepts.

Staff seeks Council feedback and direction to:

1. Accept the Pedestrian Safety Study and provide feedback – accepting the report allows staff to conduct further analysis, pre-design and design work.
2. Provide feedback for conceptual prioritizing locations and schedule.
3. At the Council's April study session, staff understood that there was interest in utilizing Caltrans standards for signage and road markings, and defining committee/commission review to Town code/policy issues and not the merits of the projects themselves. Staff requests further discussion of these two issues in order to provide to committees/commissions a template for review of the study's components.
4. Caltrans uniform standards provide for consistency for the size, color, frequency and deployments of signs and road markings. This consistency allows such signage/road markings to be enforceable; it also means that signs may not be to the aesthetic/rural character expectations of the community in size and color. Staff seeks guidance on how to proceed.
5. Provide authorization to begin further analysis and design work.

Staff notes that acceptance of the efforts and findings discussed tonight is an initial step and a planning tool. The recommendations are very preliminary in nature and subject to refinement through further design development. Engineering analysis, predesign, Town review, Committee and Commission review, resident outreach, a funding plan for each stage, and further Town Council approval for each location will still need to be planned and allocated for. Following discussions, it is anticipated the Council will identify some recommendations as high or low priority and some will need further analysis. The report does not anticipate that all recommendations will be implemented but is intended to serve as a prioritization resource.

FISCAL IMPACT

There is no impact for accepting improvement concepts and finalizing the report other than budgeted consultant costs and staff time.

Further Programming into the Town's 5-year CIP budget for continued design development of improvement concepts will be considered after the final report is completed. An amount of \$285,000 was initially placed in the FY 2019/2020 CIP budget anticipating related improvements that the Council would approve.

In addition, staff indicated to Council that it would be applying for the County's Pedestrian and Bicycling TDA Article 3 2019/2020 grant. Town staff prepared the application with input from the BPTS and Krupka Consulting and submitted to C/CAG by the July 25, 2019 deadline. The application requirements include meeting Caltrans standards to be eligible for funding. The grant is competitive with further presentations and field visits to be scheduled by C/CAG. The initial schedule for results is in October 2019.

ATTACHMENTS

1. Council meeting minutes 11/8/17

2. Draft Pedestrian Safety Study 2/14/19 by Krupka Consulting – Revised 7/31/19
3. Council meeting minutes 4/24/19

Approved by: Jeremy Dennis, Town Manager

A handwritten signature in black ink, appearing to read 'JDennis', is positioned to the right of the 'Approved by' text.

Cc: BPTS Committee Chair
ASCC Chair

Vice Mayor Richards said he was surprised to see a property on the northeast corner with a fairly new structure that looks like it's within the setback. Associate Planner Cassidy said non-habitable space is allowed within the setback. She said the subject house has an ADU above it, and it's right on the edge of the setback. She said the Town Engineer is aware of that and believes it's within the safety regulations.

Mayor Hughes thanked the Committee for the substantial level of outreach to the community.

Vice Mayor Richards moved to approve the Resolution Adopting the Geologic Map and Ground Movement Potential Map and Establishing Land Use Policies for Lands Shown on Maps 4-0. Seconded by Councilmember Derwin, the motion carried 4-0.

- (8) Recommendation by Town Manager and Public Works Director – Recommendations from the Bicycle, Pedestrian & Traffic Safety Committee (BPTS) to Support a Study and Improvements related to Pedestrian Safety

Town Manager Dennis described the concerns around pedestrian traffic safety issues. He described the conversations, grant request, and site visits to various areas of concern. Town Manager Dennis and Public Works Director Young presented the staff report, including BPTS's lists of recommended improvements. Town staff requested approval to move \$30,000 from reserves to support a pedestrian safety study.

Public Works Director Young said that Items 1 through 4 can be completed internally. Item 5 is already being done. Item 6 will require coordination with the school. They'd like to fold Items 7 and 8, which are big ticket items, into the study they want to do, because those items will affect the rural character of the Town and how things will look. He said the traffic study will also help them look at other possible big-picture items.

Town Manager Dennis said a couple of suggestions did not make the BPTS recommendation list. The primary one was larger signage for the 25 MPH signs located at both ends before the crosswalks and relocating them.

Town Manager Dennis said ASCC may provide valuable input for Items 1 through 4 and asked if Council wanted to take those items before the ASCC.

Mayor Hughes called for questions from the Council.

Councilmember Derwin asked if safer to school routes would be included in the study. Public Works Director Young said when they applied for the grant, the scope was very general Town-wide and it needs to be more zeroed down, and when they do put a scope together they could also incorporate safe routes to school into the study. Town Manager Dennis said they want to focus very specifically on certain intersections, not a Town-wide circulation study. Councilmember Derwin said she was thinking specifically about Corte Madera School to Alpine which has been an ongoing issue for many years. Mayor Hughes said the areas of concern include the intersections at routes to and from school, whether they're technically deemed safe or not – it's where children are crossing the street and interacting with cars.

Councilmember Derwin asked if very many kids travel on bicycle or on foot from Corte Madera to Town Center. Town Manager Dennis said they don't have that information and he could only speak anecdotally about it.

Vice Mayor Richards asked Public Works Director Young if the intent of the study would be a traffic study, counting the number of cars that go by and the routes they take, and then to come up with suggestions to control them better. Public Works Director Young said they envision a traffic engineer or consultant come in. He said they also need to look at counts to get a scope and zero it down on the cost of what the traffic

engineer wants to do. He said the idea is to look at almost all the major intersections and routes used and look at how to improve them. He said demographics and routes are changing every year. In response to Vice Mayor Richards' question, Public Works Director Young said the study would focus on all three of the intersections listed in the staff report.

Mayor Hughes said a number of parents commented at the BPTS meeting. He said many people said the Town needs to think not just about the current pedestrian routes, but the fact that currently a lot of people don't let their children walk or bike to school because they don't feel safe. If safer corridors are created where people could bike from school to the Town Center or from Alpine Hills to school, there will be more people doing it. He said this set of intersections creates a corridor all the way from Alpine Hills to the Town Center with schools forking off from that.

With no further questions from the Council, Mayor Hughes invited public comment.

Jose Iglesias. Mr. Iglesias said he lives in one of the properties pointed out. He expressed appreciation to Public Works Director Young for coming out and talking to the neighbors today. He said they fully support the suggestions that he and the Committee came forward with in terms of cleaning up the vegetation, etc. He said from his personal observation and living with the traffic, one of the biggest problems is the amount of traffic going into the Priory the beginning and end of the school day, compounded by kids going up and down to Ormondale or Corte Madera. He said a line of drivers coming south on Portola Road are trying to turn left into The Priory. He said construction vehicles and other drivers get frustrated and enter the bike lane to bypass the cars turning left, and then either speed up Corte Madera or down Portola Road. He asked if it made sense to put a speed bump where Corte Madera meets Portola Road, similar to other speed bumps on Corte Madera. He said that is where he sees cars often come close to hitting the kids or him when he's working in that area. He also asked about creating some kind of either full-time or part-time one-way traffic flow for The Priory, similar to Ormondale. He said the majority of all Priory traffic enters through one entrance. He said he liked the idea of adding gravel on the side of Portola Road and Corte Madera. He asked if the study might include the suggestions he mentioned.

Tia Miller. Ms. Miller represented a large group in the Corte Madera neighborhood as well as some of Grove and Shawnee Pass, whose children bike or walk up to Corte Madera. She said, in working with Public Works Director Young and Town Manager Dennis, they submitted a set of recommendations for short-term fixes. She said one of their suggestions was left out – the idea of taking a close look at the 25 MPH school zone sign located southbound on Portola Road before Brookside. She said they feel that is one of the most important suggestions because one of the main problems in the crosswalk is that the cars are going too fast to stop. She said the trimming shrubbery and the walkway will be fantastic, but the root of the problem is getting the cars to slow down. She said there are two signs coming from Town Center to The Priory. She said the first sign has a redwood tree directly in front of it and you cannot see the sign until you're right on it. She said it seems like either the sign was put there in error or put there before the tree grew so large. She said the suggestion is to make the sign bigger or brighter, but it definitely should be placed before the tree so drivers have time to slow down.

With no additional public comment, Mayor Hughes brought the item back to the Council for discussion.

Councilmember Derwin said parents have been complaining about this for many, many years, and she is glad to see that a concrete plan to do something about it is being developed. She was supportive of the staff recommendations.

Councilmember Aalfs was in support of the staff recommendations. He said at the bottom of Corte Madera Road there is no place to walk and clearing the brush will be good. He supported considering moving the crosswalk to the south side of the intersection so people can walk down the south side of Corte Madera Road.

Vice Mayor Richards was supportive of staff recommendations for the study. He said care must be taken working with traffic engineers to focus them in the right direction because there is a tendency to provide a lot of irrelevant data. He suggested care be taken in considering moving the crosswalk, because kids going to Ormondale would then be crossing two roads – Portola and the Priory driveway.

Mayor Hughes was supportive of the staff recommendations. He said he's been involved with this for a couple of months and he likes the approach of taking care of some of the beneficial improvements now. He agreed with Vice Mayor Richards that there are a variety of options and possible solutions for Items 7 and 8 that should be carefully considered to avoid unintentional consequences.

Town Manager Dennis asked if the Council would like staff to consider making the signs larger and moving them now or if that should be folded into the study. Mayor Hughes said if moving the sign that is currently ineffective would dramatically improve the situation, then it should be considered as soon as possible, and then have the study look at a final location and size. Councilmember Derwin asked if that is in the consultant's purview or if staff felt comfortable handling it. Town Manager Dennis said that is something the consultant could handle, but staff can put some staff time it on a short-term solution. He said he does not know what cost is associated with moving the sign. Mayor Hughes said moving the light and power will be complicated, but moving the sign only could be considered as a short-term solution. Councilmember Aalfs agreed and said the study should determine the final location.

Town Manager Dennis asked if the Council wanted some of the items to be brought before the ASCC. Vice Mayor Richards said Item 7 should go before the ASCC, but after the study is completed. Town Manager Dennis asked if that also applied to the short-term recommendations. The Council said the short-term recommendations did not need to go before the ASCC. Councilmember Derwin said anything that aesthetically affects the Scenic Corridor should have input by the ASCC. Mayor Hughes said Items 1 through 6 are very minor and don't need ASCC review. He suggested staff provide it as an informational item for the ASCC so they can provide any feedback they feel is necessary. Town Manager Dennis said staff has already spoken to the ASCC chair about it and they will provide an information item.

Town Manager Dennis said as the Committee continues to visit sites and engage other neighbors and parents, there will be other "low-hanging fruit" tasks that can be accomplished. He asked if the Council wants staff to bring those types of things back to Council or if staff could start to address some of those items, see where they are, and then fold them into the study. The Council said staff can just report back to the Council the things they have done.

Town Manager Dennis said staff will have conversations with a couple of traffic engineers and then come back to the Council for approval of a budget.

(9) COUNCIL LIAISON COMMITTEE AND REGIONAL AGENCIES REPORTS

Councilmember Derwin – Attended a Home for All meeting held at Town Hall to discuss the need for affordable housing in Portola Valley and the changing demographics. They discussed two events – a design charette and one about people's personal stories. Mayor Hughes suggested getting personal stories from members of the community that people know. Councilmember Derwin noted there are a couple of seats available for the November 15 Silicon Valley Foundation "On the Table" event. She also announced that on Saturday, December 9, from 1:00 to 2:00 p.m., the Portola Valley Library will hold a community conversation to talk about housing. She attended a Library JPA Board meeting November 7, where they reviewed policies and discussed the East Palo Alto Library.

Councilmember Aalfs – He had no Town meetings but attended a few forums at Stanford – one on finance of energy and another on the technology behind energy. He said he, Town Manager Dennis, and Assistant to the Town Manager de Garmeaux will be talking with vendors and consultants about converting the Town Center to a microgrid and bring the results back to the Council. Town Manager

krupka.

MEMORANDUM

February 14, 2019 **REVISED July 31, 2019**

TO: Howard Young, Town of Portola Valley - by email only

FROM: Paul Krupka

RE: DRAFT Task 4 Results > Portola Valley Pedestrian Safety Planning Study

Krupka Consulting ("Consultant") was engaged by the Town of Portola Valley ("Town") to provide professional traffic engineering services to support the *Portola Valley Pedestrian Safety Planning Study* ("Study"). The purpose of the Study was to conduct a professional traffic engineering review of school area and major corridor streets with regard to pedestrian safety and provide conceptual ideas and opinions about potential improvements to address observed issues.

This memorandum summarizes a preliminary professional opinion about pedestrian safety issues and opportunities at or near schools, at key crosswalks on Alpine Road and Portola Road, and on key travel corridors including Alpine Road, Portola Road and Los Trancos Road near its junction with Alpine Road. It was reviewed by Town staff and refined for discussion with and review by the Bicycle, Pedestrian & Traffic Safety Committee ("BPTS Committee"). This version of the memorandum incorporates some clarifications and will be presented at an upcoming Town Council meeting.

The collective feedback on this memorandum will be incorporated into a report representing the foundation for subsequent efforts that are intended to ultimately result in discrete pedestrian improvements with rationale, dimensions, and costs constituting a Capital Improvement Program (CIP) element.

Study Context

The Town and BPTS Committee, having observed pedestrian safety issues directly and heard community opinions and concerns about them, wish to proactively and earnestly implement relevant standards set forth in the Circulation Element of the Town General Plan to address general and specific safety issues such as conflicts between users, visibility and sight lines, traffic speed, and driver behavior. The following excerpts from the Circulation Element are noteworthy.

...the "country lane" quality of roads should be fostered to the maximum extent feasible and still meet an acceptable level of safety. (3106 1)

Adequate provision should be made for pedestrian, bicycle and equestrian crossings at appropriate locations. Specific locations should be controlled to provide adequate sight distance and minimize hazard. Such crossings should be clearly distinguished by signs and lane markings. (3106 2)

KRUPKA CONSULTING

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The town should monitor intersections on Alpine and Portola Roads to identify any safety problems and then develop appropriate traffic engineering solutions where problems require action. (Appendix 1, Future Action 2)

The Town's rural character and "country lane" quality of roads are foundational guidelines for Consultant's efforts. Given the Study is a professional engineering effort, it follows that some of the conceptual improvements presented herein may stimulate considerable discussion and tension about potential tradeoffs between traffic control devices and Town character.

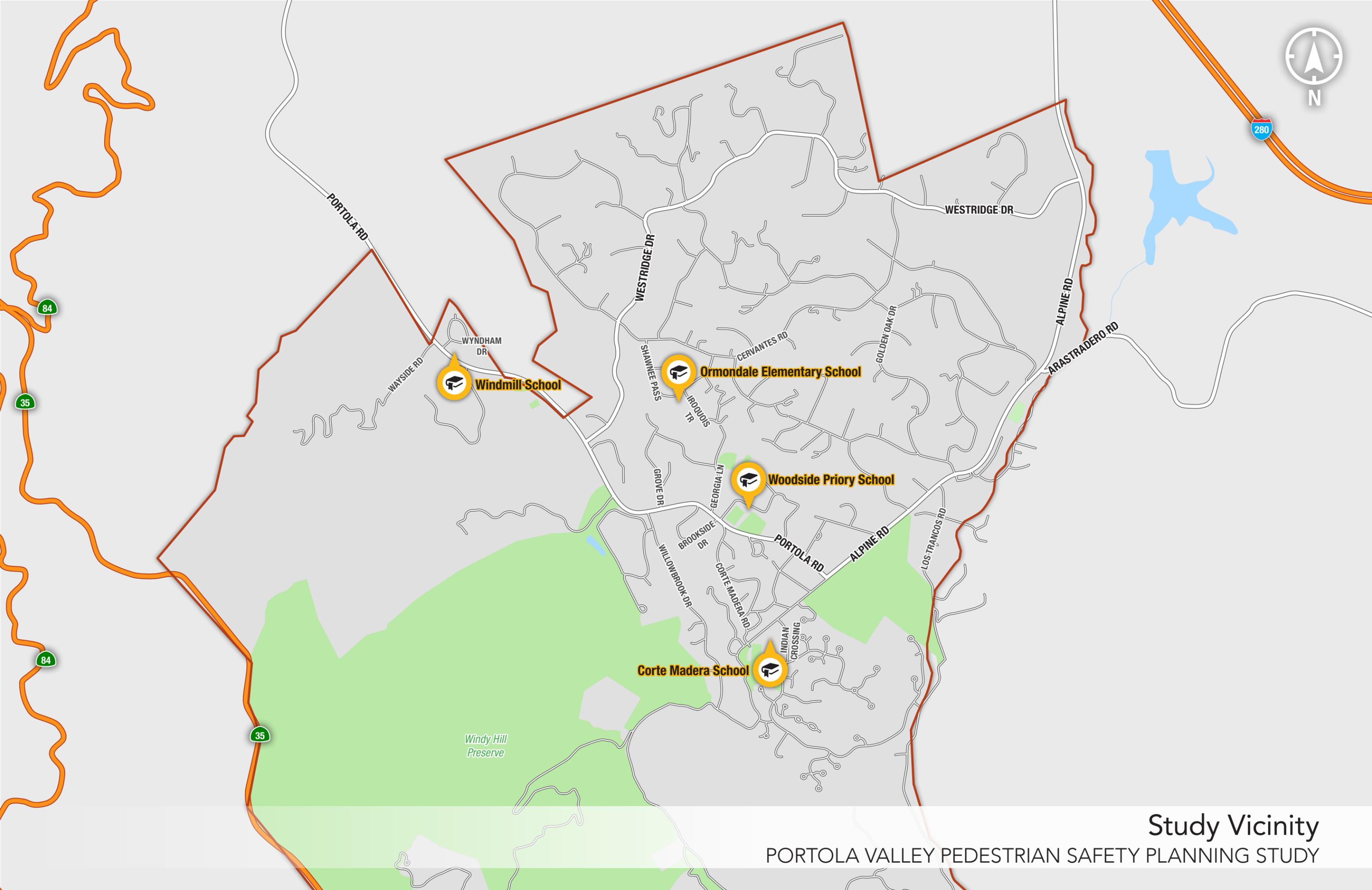
Consultant, following customary industry practice, considered and applied guidance and standards set forth in the California Manual of Uniform Traffic Control Devices (CA MUTCD) in addition to the Town General Plan. The CA MUTCD contains the basic principles that govern the design and use of traffic control devices for all streets, highways, bikeways, and private roads open to public travel regardless of type or class or the public agency, official, or owner having jurisdiction.

The **Study Vicinity** is shown on the following page.

Issues and Opportunities

General Issues - Based on numerous field observations, personal communications with Town staff, the BPTS Committee, school officials and residents, community input at a meeting in December 2018 and review of recent data and reports, several general issues exist that influence pedestrian safety and, in turn, represent opportunities for improvement. These are summarized below.

- Conflicts between motorists, pedestrians and bicyclists near schools and on key travel corridors where competing movements exist due to nearby activity centers or roadway layout or lack of separation between modes. Adult crossing guards employed by schools are present during school arrival and departure periods at Ormondale School, Corte Madera School and the Alpine Road/Portola Road intersection, which enhance student safety. The Town's extensive system of off-street paths and trails is an important resource that generally reduces these conflicts. However, there are many locations without safe pedestrian refuge areas or walking paths, or both.
- Limited advance or local visibility of existing crosswalks and traffic control devices. Two locations stand out in this regard as noted below.
 - The crosswalk at Brookside Drive on Portola Road, which is between two reversing curves on Portola Road, is in a school speed zone, and in-pavement crosswalk lights are out of service; and
 - The crosswalk at Golden Oak Drive on Alpine Road, which is between two reversing curves on Alpine Road and is subject to numerous conflicting movements at local street and driveway intersections.
- Average vehicle speeds were reviewed and found to be reasonably near posted speed limits. However, critical speeds (also known as "85th percentile speeds") have been routinely measured to be approximately five miles per hour above posted speed limits. The number of citations for speeding are relatively low, and speed is not a common cause of reported vehicle collisions. The Sheriff deploys a speed trailer on Town streets to alert motorists of current travel speeds. In sum, vehicle speed is an issue that influences pedestrian and bicycle safety in Town and is an important consideration supporting potential safety improvements.



Study Vicinity

PORTOLA VALLEY PEDESTRIAN SAFETY PLANNING STUDY

- Collisions, based on a review of State records for years 2014 through 2018, were relatively low in number, averaging 12 per year total and 9 per year on study streets, and did not indicate notable concentrations by location. The data indicated several notable issues, including one fatality, more injury collisions than property damage only collisions, primary collision factors pointing to driver behavior or errors and bicycle involvement. These facts corroborate safety concerns observed in the field and reported by community members.
- Bicycles must share Town streets and observations indicated existing striped shoulders are well used and generally respected by motorists. Observations and factual evidence indicate that motorists at times drive on shoulders, which, while legal if done safely, introduces conflict with bicyclists. No formal bikeways are designated on Town streets.
- Some motorists disobey rules of the road and cause conflicts that affect the safety of others and the environmental character of Town streets. Observed behaviors include unsafe passing on shoulders, unsafe movements into and out of local streets and driveways, speeding, tailgating, and lack of attention to roadway conditions at critical decision points.

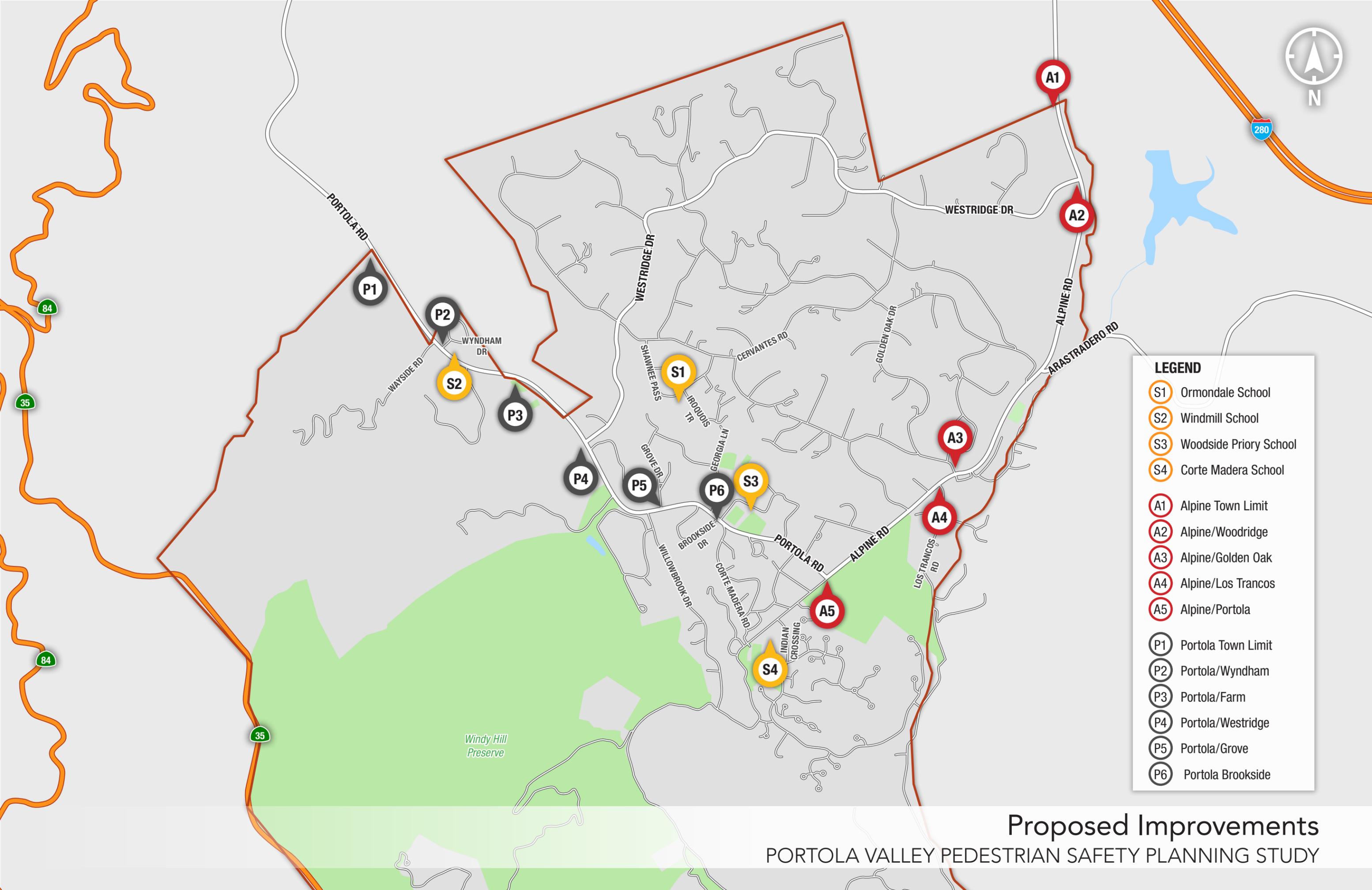
Specific Issues and Improvement Opportunities - Exhibit A (appended) is a preliminary list of issues and opportunities by school location and specific locations in the Alpine Road and Portola Road corridors. It is a long list intended for careful review by Town staff and the BPTS Committee. The tabulation has columns for rough probable costs and priorities, which were left blank to allow immediate focus on the conceptual improvements without influence by these factors.

Placement of issues on the list is for discussion purposes only and is not intended to identify or imply the existence of a legally unsafe or dangerous conditions. Rather the list identifies conditions that are not optimal for a variety of reasons and which warrant further discussion and analysis by policy makers. Following this discussion it is expected that some issues will fall off the list, some will be identified as high or low priority and some will need further analysis. It follows that policy makers may consider some or all of these issues and respective improvements for implementation.

The **Proposed Improvements** table on the following page simplifies the presentation of projects by location and includes, for each, preliminary opinion of probable cost, relative difficulty to implement and priority. The subsequent companion **Proposed Improvements** map illustrates projects by location. It is noted that the listed physical improvements will need to be complemented with suitable traffic management and enforcement activities to achieve reasonable benefits with regard to pedestrian safety.

PROPOSED IMPROVEMENTS

ID	LOCATION	DESCRIPTION	PRELIMINARY OPINION OF PROBABLE COST	RELATIVE DIFFICULTY (NOTE 1)	PROPOSED PRIORITY
S1	Ormondale School	School Signs and Markings	\$ 13,000	LOW	1
S2	Windmill School	School and Warning Signs and Markings	\$ 5,000	LOW	1
S3	Woodside Priory School	School Signs and Markings	\$ 3,000	LOW	1
S4	Corte Madera School	School Signs and Markings	\$ 7,000	LOW	1
A1	Alpine @ Town Limit	Custom Advisory Sign and Speed Feedback Assembly	\$ 19,000	MEDIUM	3
A2	Alpine/ Westridge	Crosswalk Signs and Markings	\$ 8,000	LOW	2
A3	Alpine/Golden Oak (West)	Crosswalk Signs and Markings, Rapid Flashing Beacon Assemblies	\$ 55,000	HIGH	1
A4	Alpine/Los Trancos	Advisory and Warning Signs and Lane Markings	\$ 4,000	LOW	2
A5	Alpine/Portola	Crosswalk Signs and Markings	\$ 15,000	LOW	1
P1	Portola @ Town Limit	Custom Advisory Sign and Speed Feedback Assemblies (2)	\$ 36,000	MEDIUM	3
P2	Portola/ Wyndham	Crosswalk Signs and Markings	\$ 7,000	LOW	2
P3	Portola/Farm	Crosswalk Signs and Markings	\$ 7,000	LOW	2
P4	Portola/ Westridge	Crosswalk Signs and Markings	\$ 7,000	LOW	2
P5	Portola/Grove	Crosswalk Signs and Markings	\$ 7,000	LOW	2
P6	Portola/ Brookside/ Corte Madera	Crosswalk Signs and Markings, Crosswalk Relocation, Rapid Flashing Beacon Assemblies	\$ 92,000	HIGH	1
TOTAL			\$ 285,000		
NOTE 1	This is a simple representation of time and effort required to implement.				



LEGEND

- S1 Ormondale School
- S2 Windmill School
- S3 Woodside Priory School
- S4 Corte Madera School
- A1 Alpine Town Limit
- A2 Alpine/Woodridge
- A3 Alpine/Golden Oak
- A4 Alpine/Los Trancos
- A5 Alpine/Portola
- P1 Portola Town Limit
- P2 Portola/Wyndham
- P3 Portola/Farm
- P4 Portola/Westridge
- P5 Portola/Grove
- P6 Portola Brookside

Proposed Improvements

PORTOLA VALLEY PEDESTRIAN SAFETY PLANNING STUDY

Enclosure: Exhibit A - Issues and Improvement Concepts

**Exhibit A
ISSUES AND IMPROVEMENT CONCEPTS**

CATEGORY	ID #	LOCATION	ISSUE	IMPROVEMENT CONCEPT	ROUGH PROBABLE COST	PRIORITY
SCHOOL AREA						
Ormondale	1	Shawnee Pass/Iroquois Trail	Limited Warning Devices	School Crossing Sign Assemblies (all approaches) Yield Lines (all approaches) Remove/replace SLOW PED XING on Shawnee Pass Enhance school one way flow signage		
	2		Conflicts (students and parents walking in street)	Monitor and Control (adult crossing guard);		
	3	Iroquois Trail	Dead End -Conflicts (students and parents walking in street)	Monitor and Control (adult crossing guard); meter traffic in		
	4		Limited Off-Street Loading - Conflicts (students and parents walking in street)	Monitor and Control (adult crossing guard); meter traffic in		
Windmill						
	5	Portola Road	Speeding and tailgating; motorists behind parent vehicles entering school "rush" their movements, pass to left or right	School Advance Crossing Assemblies Schedule random speed enforcement		
	6		School driveway lacks STOP sign, pavement markings, and crosswalk; existing motorists creep onto pathway and shoulder; Bike platoons/groups can surprise exiting motorists	STOP sign and crosswalk or stop bar or both, located to complement pathway and exiting sight distance		
	7		Fall/winter sun aligns with Portola Road and may blinds southbound motorists and motorists exiting school driveway	Warning or advisory signs		
	8		Bike platoons/groups can surprise motorists leaving school driveway	Warning or advisory signs		
Priory						
	9	School Driveway at Portola Road	Crosswalk (on driveway) is white	Remove and replace with yellow high visibility marking ("ladder" style is common in Town)		
	10		STOP sign mounted low	Install standard height STOP sign		
	11		Some motorists exit driveway in unsafe manner	Schedule random enforcement		
		Portola Road	School speed zone	See Portola Road Corridor below		

**Exhibit A
ISSUES AND IMPROVEMENT CONCEPTS**

CATEGORY	ID #	LOCATION	ISSUE	IMPROVEMENT CONCEPT	ROUGH PROBABLE COST	PRIORITY
			Brookside crosswalk	See Portola Road Corridor below		
Corte Madera	12	Alpine Road at Indian Crossing	Speeding on eastbound (downhill) approach to Indian Crossing	Schedule random speed enforcement		
	13	Alpine Road at Corte Madera	No SLOW SCHOOL XING marking on westbound approach	SLOW SCHOOL XING marking		
	14		No School Crossing Sign Assemblies at crosswalk	School Crossing Sign Assemblies (both directions)		
	15		Crosswalk marking faded	Remove/replace crosswalk marking		
CORRIDOR						
Alpine Road	16	East Town Limit	Town Character and Roadway User Behavior	Consider supplemental "Town of Portola Valley" sign(s), complementary to the existing monument sign at Town limits, that state a simple "motto" or "mantra" from the Town governing documents.		
	17		Speeding	Consider Vehicle Speed Feedback Sign		
	19	Westridge Drive Intersection	Inconsistent crosswalk markings	Remove and replace crosswalk on Alpine Road with high visibility marking ("ladder" style is common in Town)		
	20		No crosswalk signs and markings at Portola Road crosswalk	Crosswalk YIELD regulatory signs and pavement markings; Crosswalk warning signs		
		Golden Oak Crosswalk	Conflicts due to: limited motorist and pedestrian visibility on Alpine Road (between two reversing curves); and conflicting movements at local street and driveway intersections and Samtrans bus stops			
	21		No crosswalk signs and markings (except the crosswalk yield sign on the crosswalk at centerline)	Crosswalk YIELD regulatory signs and pavement markings; Crosswalk warning signs		

**Exhibit A
ISSUES AND IMPROVEMENT CONCEPTS**

CATEGORY	ID #	LOCATION	ISSUE	IMPROVEMENT CONCEPT	ROUGH PROBABLE COST	PRIORITY
	22		Motorist/pedestrian conflicts and “close calls” at crosswalk; unsafe passing on right due to left turning vehicles; buses blocking views; vehicles turning right to Alpine Hills T&S	Evaluate/install Rectangular Rapid Beacon Warning Assembly (solar power) and supportive Yield and Warning Signs and markings		
		Los Trancos Intersection	Conflicts at Los Trancos intersection: eastbound motorist right turn with pedestrians and bicyclists			
	25		Sight distance leaving Los Trancos looking west and east limited by foliage	Assess and clear foliage in public right of way; assess and clear foliage on private property		
	26		Opposing traffic leaving Portola Valley Garage	Review business concerns and operations; consider traffic control devices (STOP sign and bar, crosswalk)		
		Portola Road Intersection	Conflicts and “close calls” between motorists, pedestrians and bicyclists; notable pedestrian volumes crossing Alpine Road; less crossing Portola Road; “rolling stop” right turns Alpine to Portola; notable a.m. peak period right turns from Portola to Alpine (no right turn lane - motorists create one)			
	27		Standard crosswalks	Remove and replace crosswalks with high visibility marking (“ladder” style is common in Town)		
	28		No crosswalk signs and markings	Crosswalk YIELD regulatory signs and pavement markings; Crosswalk warning signs		
	29		Predominant turning movements unknown (?)	Conduct peak period and school peak period turning movement counts; evaluate with regard to intersection lane layout		
	30		Adult Crossing Guard limited to school arrival/departure times; serves primary student crossing on east leg (south pathway to triangle/commercial center)	Evaluate whether crossing guards should be stationed for additional time periods		

**Exhibit A
ISSUES AND IMPROVEMENT CONCEPTS**

CATEGORY	ID #	LOCATION	ISSUE	IMPROVEMENT CONCEPT	ROUGH PROBABLE COST	PRIORITY
	31		"Rolling stops"	Schedule random enforcement		
Portola Road	32	North Town Limit	Town Character and Roadway User Behavior	Consider supplemental "Town of Portola Valley" sign(s), complementary to the existing monument sign at Town limits, that state a simple "motto" or "mantra" from the Town governing documents.		
	33		Speeding	Consider Vehicle Speed Feedback Sign		
	34		Vehicle/Bicycle Conflicts	Consider Supplemental Bike Route Signs		
	35	Wyndham Crosswalk	No crosswalk signs and markings	Crosswalk YIELD regulatory signs and pavement markings; Crosswalk warning signs		
	36	Farm Road Crosswalk	No crosswalk signs and markings	Crosswalk YIELD regulatory signs and pavement markings; Crosswalk warning signs		
	37		Informal pathway connection on west side	Consider constructing pathway connection to Schoolhouse parking lot (there is a east-west pathway to the north, west of Portola Road)		
	38	Westridge Drive Crosswalk	Inconsistent crosswalk markings	Remove and replace crosswalk on Portola Road with high visibility marking ("ladder" style is common in Town)		
	38		No crosswalk signs and markings	Crosswalk YIELD regulatory signs and pavement markings; Crosswalk warning signs		
	39	Grove Drive Crosswalk	No crosswalk signs and markings	Crosswalk YIELD regulatory signs and pavement markings; Crosswalk warning signs		
	40	Priory School Zone	School Speed Limit Assemblies: Limited visibility in both directions; flashing lights not working	Relocate southbound assembly upstream of Brookside Drive to improve visibility; make flashing lights operational "when children are present"		
	41		School zone is between two reversing curves, which limits motorist awareness and attention	School Advance Crossing Assemblies		
	42	Brookside Crosswalk	Location not optimal relative to Priory driveway, resulting left turning vehicles queue on crosswalk	Relocate crosswalk south (just north of Priory driveway); design and construct formal pathway to crosswalk from Brookside and Corte Madera		
	43		Motorist/pedestrian conflicts and "close calls" at crosswalk; unsafe passing on right shoulder due to left turning vehicles;	Continue enforcement of unsafe driving on shoulder		

**Exhibit A
ISSUES AND IMPROVEMENT CONCEPTS**

CATEGORY	ID #	LOCATION	ISSUE	IMPROVEMENT CONCEPT	ROUGH PROBABLE COST	PRIORITY
	44		In pavement crosswalk lights not working	Evaluate/install Rectangular Rapid Beacon Warning Assembly (solar power) and supportive Yield and Warning Signs and markings		
	45		No adult crossing guard	Employ temporary crossing guard (until above assembly is installed)		
	46		Informal and minimal pathway serving crosswalk on west side	Design and construct temporary pathway between Corte Madera and Brookside (to be incorporated into crosswalk relocation project)		
	47	Corte Madera Intersection	Narrow roadway limits area for safe walking; there is substantial pedestrian usage	Evaluate possibility for refuge area (off traveled way or pavement markings); a high-visibility crosswalk at Portola may be an appropriate aid in this regard		
	48		Unsafe motorist right turn movements to Corte Madera	Consider warning signage for southbound traffic (e.g. "watch for pedestrians"); schedule random enforcement		
	<p>NOTE: Placement of issues on the list is for discussion purposes only and is not intended to identify or imply the existence of a legally unsafe or dangerous conditions. Rather the list identifies conditions that are not optimal for a variety of reasons and which warrant further discussion and analysis by policy makers. Following this discussion it is expected that some issues will fall off the list, some will be identified as high or low priority and some will need further analysis. It follows that policy makers may consider some or all of these issues and respective improvements for implementation.</p>					

- (a) Adoption of a Resolution of the Town Council of the Town of Portola Valley Adopting a Project List for Fiscal Year 2019-20 Funded by SB 1: The Road Repair and Accountability Act of 2017 (Resolution No. 2796-2019)

Vice Mayor Aalfs moved to approve the Consent Agenda. Seconded by Councilmember Richards, the motion carried 4-0, by roll call vote.

REGULAR AGENDA

COMMITTEE REPORTS & REQUESTS

- (6) Report by Conservation Committee – Annual Report to the Town Council

Judith Murphy presented the 2019 Conservation Committee Annual Report. She shared the mandate, the accomplishments in 2018-19, and the proposed activities for 2019-2020, as detailed in the staff report. The Committee requested guidance regarding altering criteria for heritage tree removal to consider solar and fire. They also requested specific and substantial financial support in the Public Works budget be earmarked in order to continue the maintenance and restoration of important Town-owned properties, also as detailed in the staff report.

Mayor Wengert invited questions from the Council and audience. Hearing none, she invited comments from the Council and audience.

Councilmember Richards said the Conservation Committee is very successful. He agrees the Town needs to step up as much as possible, given the financial constraints, to keep things going the way they have been going.

Councilmember Hughes said he appreciates the efforts the Conservation Committee has made to let the Town know the work that needs to be done. He said the Town now has the five-year Capital Improvement Program and it can be figured out how to pay for it effectively over time. He appreciated the very useful prioritization the Committee provided.

Mayor Wengert said she also appreciated the priorities list. She said fire prevention has moved into a higher priority slot over the last year and a half. She thanked Ms. Murphy for the presentation and expressed the Town's appreciation for their tremendous work.

STAFF REPORTS AND RECOMMENDATIONS

- (7) Study Session – Pedestrian Safety Study Update and Initial Discussion on General Process

Public Works Director Young said Town Manager Dennis had sent out the link for the online study report and provided extra copies. He explained that tonight his presentation would include points of discussion regarding processes. He said the technical discussion will come back when the traffic consultant shares their presentation.

Public Works Director Young provided background of how this safety study came about. He said there were site meet-ups with parents to gather feedback, which resulted in a scope being approved by the Bicycle, Pedestrian & Traffic Safety Committee (BPTS) and a budget being approved by the Council to enter into a study. Krupka Consulting, a traffic engineering and planning consultant, was retained to conduct the study. Public Works Director Young said there was a lot of public outreach with very well noticed meetings. The report was posted on the Town's website, input was consistently solicited, and exhibits were posted at the Library.

He said that on April 22, 2019, the BPTS accepted the report and recommended it be forwarded to the Town Council for consideration. Staff requested input from the Council regarding next steps. Public Works Director Young asked the Council to consider if they envisioned additional public process during the study phase. He asked which Committee or Commission should be part of the process, what their roles would be, what level of involvement they should have, and how much inter-committee back-and-forth feedback there should be. If approved, he asked if subcommittees or chairs should be assigned as liaisons in order to provide timely responses throughout the process.

Public Works Director Young said installation of signs can be controversial and they want to develop a full process that everyone around town is comfortable with. He said once the work is complete, a final report will go to the Town Council. If approved, the final program may consist of a plan within priority orders, funding in Capital Improvement Program, etc.

Public Works Director Young defined some of the unfamiliar nomenclature found in the report and shared photos of the different types of signs and markings. He explained the guidance and legal protection provided by the Caltrans Standards and the Manual of Uniform Traffic Control Devices approved by the Federal Highway Administration.

Public Works Director Young said they've received a lot of positive input on the Crossing Guard Pilot Program. Town Manager Dennis asked about the usage counts. Public Works Director Young said there were about 10 to 15 children and parents at the Priory, which was low compared to Alpine and Corte Madera, which was approximately 30 children. Town Manager Dennis said they anticipate that more people may choose to walk if they know there is a crossing guard. Councilmember Hughes said the car traffic has been better behaved since the crossing guard has been there.

Public Works Director Young said when they bring back the formal presentation, they will ask Council for guidance regarding short and long-term improvements and potential funding options for improvements.

Town Manager Dennis said tonight's goal is not to get into specifics of the study but to understand the Council's general approach on how to tackle the issues. He said Councilmember Hughes, who was Mayor at the time, and BPTS Chair Ed Holland, attended all of the pop-ups around Town. Town Manager Dennis emphasized the signs are required to match the Uniform Traffic Control Devices Standards.

Mayor Wengert invited questions from the Council.

Councilmember Hughes thanked the Council for agreeing to fund this proposal. He said the approach was to look comprehensively at a lot of different areas in Town. He said there is a lot of potentially low-hanging fruit that can be gotten to at less expense.

Councilmember Richards agreed that this is a great first step. He said if there are options to the signage, it makes sense to take it to ASCC, but if there are not any options, that would not be necessary. He said, as pointed out in the report, people need to pay more attention to their driving behaviors.

Mayor Wengert agreed there are a number of short-term fixes that are relatively easy to accommodate. She said there is quite a Capital Improvement budget that will need to be worked through this year, with an ever-growing list of funding requests. She said things like meeting Caltrans standards cannot be deferred and will likely be prioritized. She said it is a very comprehensive report and will be a prioritization exercise, which will be matched with funding.

Councilmember Richards said there is nothing extremely major in the report other than moving one crosswalk, which will include the signage and lights and likely an additional study about where to move it.

Councilmember Hughes said there is some flexibility in the Uniform Traffic Control Devices Standards with some options such as size, which flashing beacon. He said there are some choices the Town will

want to standardize. He said it might be appropriate to have the ASCC approve a standard school crosswalk assembly, for instance. Mayor Wengert agreed and said in a situation where something is referred to ASCC, it will be with clear direction that there are limitations as to what they can prohibit. She said the Town has been reluctant to adapt to Caltrans standards because they are generally perceived as too urban and too visible for Portola Valley. Vice Mayor Aalfs said wherever appropriate, the discussions can consist of a Chair or a subcommittee as opposed to a full ASCC hearing process.

Town Manager Dennis said a while ago, then-Mayor Hughes indicated some interest in having an overall look at reducing the signage in Town. Town Manager Dennis said this may also be a good time to fold some of that work in.

Town Manager Dennis asked Council if the crossing guard needs to be reexamined as part of the budget discussion coming up in a month. He also asked Council for feedback related to the flashing beacons. He said that may feed into the immediate Capital Improvement Program for year one. He said he is interested in pursuing grants, but there may also be interest in doing something sooner than grants can be made available.

Mayor Wengert asked if there was ever any assistance coming from the school district for the cost of the crossing guard. Public Works Director Young said they've met with the school representatives and have decided on some cost-sharing methodology. Mayor Wengert asked if there was a willingness to continue that cost-sharing. Councilmember Hughes said historically the school district paid 100% of the crossing guard. He asked if the Woodside Patrol crossing guard costs are more or less than what they used to pay the crossing guard. Public Works Director Young said the Woodside Patrol costs more. Town Manager Dennis said the school district did make a very sincere attempt to find someone to do this and weren't able to do so. He said the risk going into the pilot program was that the Town may have to make an ongoing contribution. He said he is not aware if the other partners are willing to go into a longer-term agreement than this pilot program. Councilmember Hughes said the school district likely has some budget for a crossing guard.

Caroline Vertongen said the crossing light at Brookside should be a priority. Public Works Director Young explained that the repair required for that crossing light is very expensive and the Town was waiting for the study results so they do not go to that expense to repair it and then end up moving it. He said the study has advised moving the crosswalk or using rapid flashing beacons. He said at this point the crossing guard addresses the issue. Town Manager Dennis said the initial conversations that led to the Pedestrian Safety Study came from the community of people on Brookside and Corte Madera and their concern about that intersection and it has always been the focal point of this discussion. Councilmember Hughes added that the report has provided detailed suggestions for appropriate short- and long-term solutions.

Mayor Wengert asked if flashing beacons were required for any of the town locations. Town Manager Dennis said they were not required, but the consultant found that they were useful and a best practice. Councilmember Hughes said the report discusses that the goal is not just to be uniform with other towns and cities nationwide, so that people are familiar with the devices, but is also for uniformity throughout town. For example, if there is a school crosswalk in front of the Priory with one situation and completely different thing in Corte Madera, it may cause confusion. The strong recommendation is for uniformity. Councilmember Richards said most people hate the flashing lights, but they are very effective. He said if there are options such as varying brightness, height, speed of flashes, then those options should be reviewed before a choice is made. Public Works Director Young said that is understood and added that decisions are made looking through the lens of the rural character of the town. Councilmember Hughes pointed out that some installations may be relatively inexpensive and some may be more expensive and also involve waits for PG&E to run wire. Mayor Wengert said the driver will be the agreed upon uniform standard. Councilmember Hughes said the Town's General Plan talks about rural character but also says it should be balanced with safety.

The Council recommended that staff bring the study back to the Town Council so they can review the priorities and provide guidance.

Town Manager Dennis suggested July or August for staff to come to Council for feedback regarding uniform signage before taking it to the ASCC. Mayor Wengert suggested not focusing on the overall town at this point but limit the focus to what has been covered in this study.

Town Manager Dennis asked if flashing beacons should be brought back for part of the upcoming budget cycle. Councilmember Hughes said it would be worth assessing if, for example, at the Priory crosswalk it would be relatively simple to install them because the power is already there. He said, given the timeline, bringing something to the ASCC over the summer, there may be some simple things that could be put in place before the start of the next school year. Vice Mayor Aalfs agreed and said it is worth getting the flashing beacon item on an agenda so people have a chance to weigh in.

Town Manager Dennis asked Public Works Director Young for a rough cost estimate for flashing beacons. Public Works Director Young said it could range anywhere from \$25,000 to \$50,000 per installation.

Public Works Director Young said the study itself is a planning document. He said once staff gets into it, there will be analysis and design required. It will also have to be bid out, equipment acquired, etc. In response to Town Manager Dennis's question, Public Works Director Young said the installation of a flashing beacon assembly should take a couple of weeks. In response to Mayor Wengert's question, Public Works Director Young said the solar powered beacons are totally self-contained but the issue would be locations where the sun would work. He said the public outreach is what will take time, notifying neighbors, then design, potential relocation of the crosswalk, pole installation, electricity, grinding out old crosswalks and legends, reinstalling thermoplastic markings, etc.

Mayor Wengert asked if there should be outreach to invite the public to the next Council discussion regarding this process. Town Manager Dennis said he can discuss this with Public Works Director Young and how that will work from a timing perspective if they want to install something prior to the school year. Councilmember Hughes said he could see that coming in stages with perhaps the signs first and the flashing beacons installed but not yet wired.

Town Manager Dennis said the renegotiated contract with the Sheriff's Office includes a broad set of responsibilities, including enforcement. He said the Town has a very good relationship with Capt. Corpus and she has been very responsive when they've requested increased enforcement, which is best done in waves. He said Capt. Corpus certainly has this on a high priority and deploys it effectively. Councilmember Hughes said a Sheriff's Deputy always comes to the BPTS meetings and makes adjustments based on that feedback.

(8) Report by Town Manager – Budget Book Format

Town Manager Dennis led a PowerPoint presentation and shared the budget book for Carmel by the Sea, showing selected portions of their presentation. He discussed the challenges of the Town's current budget book, some of the proposed changes, and next steps.

Town Manager Dennis explained the chart of accounts within the budget. He went through the annual road project and planning and building department as examples.

He said staff's goal is have a true department-level presentation with useful revenue and expense summaries. He said the Town's current chart of accounts needs to be entirely recreated. He said the Carmel by the Sea budget has become a favorite of the department heads. He described highlights from their budget that are particularly impressive.