



# TRAFFIC ACTION PLAN

Hillsdale Neighborhood

CITY OF SAN MATEO

Draft March 2017

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# Introduction

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The Hillsdale Neighborhood Traffic Action Plan is a cooperative effort between City staff and residents to develop a list of projects to improve safety, mobility and livability of the neighborhood. The process to develop the plan was designed to give residents an opportunity to actively work with the City to identify key transportation issues, evaluate potential solutions and develop a list of prioritized recommendations which could be used to guide both short and long term improvements to the neighborhood.

Recognizing the impact traffic can have on the livability of neighborhoods, San Mateo Public Works initiated a planning effort to work with each of the City's 28 neighborhoods to develop plans that would address neighborhood transportation issues specific to each community. The recommendations in these plans will be used to guide future pedestrian, bicycle and traffic improvements and help identify potential mitigation measures for larger projects being planned in San Mateo.

Hillsdale was the twelfth neighborhood selected to work with the City to develop a Neighborhood Traffic Action Plan based on their response to City staff. The neighborhood is bounded by the SR-92, El Camino Real, the southerly city limits, and Hillsdale Boulevard. The Hacienda neighborhood lies within the northeastern section of this area. Within the neighborhood are a mix of single-family and multi-family homes, apartments, and commercial businesses. Several prominent features in the neighborhood are the Hillsdale Shopping Center, located between 31<sup>st</sup> Avenue and Hillsdale Avenue along El Camino Real, the San Mateo County Hospital, located on W. 39<sup>th</sup> Avenue and Edison Street, and the Peninsula Golf and Country Club, located on Madera Drive and occupies much of the northwesterly portion of the neighborhood. Additional neighborhood features are the Beresford Park and Community Center, and several schools including Hillsdale High School, Abbott Middle School, St. Gregory's Catholic School, and Laural, Meadow Heights, and Beresford Elementary Schools. The study area is shown in Figure 1.

The planning process commenced on March 10, 2016 with the Traffic Forum meeting. The City developed a prioritization table based on comments received at the Traffic Forum. The City invited the Hillsdale Traffic Forum Steering Committee (TFSC), comprised of volunteer residents from the neighborhood, to meet on June 8, 2016 where they received an information packet containing various neighborhood studies and statistics. The steering committee was asked to use the prioritization table as well as the information provided by the City to rank their top ten concerns. Each of these concerns can be categorized into these key issues:

- Speeding
- Congestion
- Unique Neighborhood Concerns

The following are overall strategies that will be used to address the key issues in the Hillsdale Neighborhood:

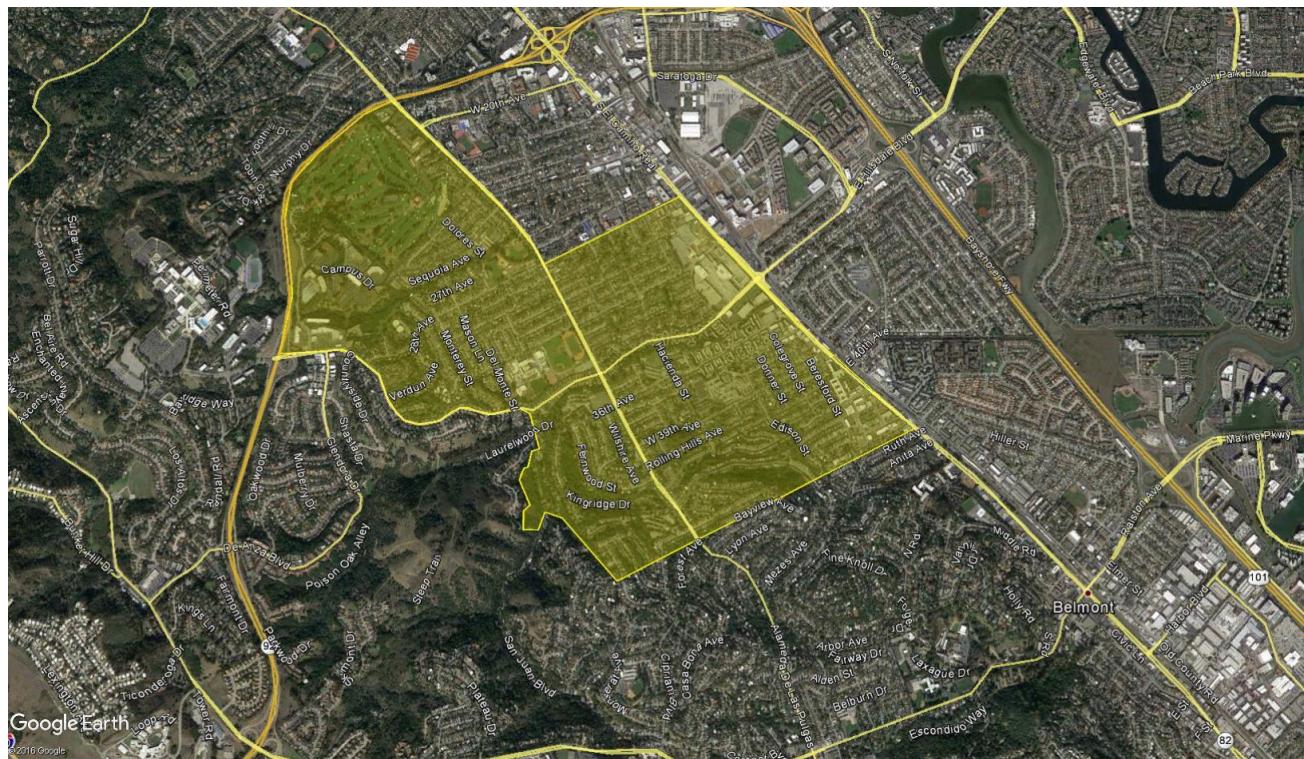
- Speeding
  - Verification of speeding issue through the use of speed surveys
  - Portable radar board to inform drivers of their speeds
  - Strategic police enforcement where the violation threshold *is* met
  - Targeted enforcement where the violation threshold *is not* met
  - Installation of appropriate traffic calming measures per the Neighborhood Traffic Management Program (NTMP) guidelines if education and enforcement are not effective.

- Cut-Through Traffic/Congestion
  - Cut-through traffic study to be completed on local/residential street to determine the total percentage of cut-through volume
  - NTMP guidelines will determine if these thresholds are met and if mitigation is needed
- Unique Neighborhood Concerns
  - Verification of unique neighborhood concern
  - Periodic police enforcement
  - Installation of appropriate traffic control devices if education and enforcement are not effective

The Traffic Forum Task Force, consisting of staff from the offices of the City Manager, Police, Fire, Public Works, and Planning, used the TFSC's top ten list to develop and prioritize recommendations to create the Hillsdale Neighborhood Traffic Action Plan (TAP). The draft TAP will then be posted online for review prior to the Public Works Commission meeting. The Public Works Commission will review and provide comments on the TAP. City staff will incorporate the Public Works Commission's comments to finalize the document and post it on the City's Traffic Forum website.

The City has already completed some improvements in the neighborhood based on feedback received from the Traffic Forum. These improvements will be implemented on an on-going basis. The Hillsdale Neighborhood Traffic Action Plan is considered an active working plan, and the City recognizes that new issues and concerns will arise in the future. As a result, it is recommended that the plan be revisited periodically to update and revise recommendations as needed.

The following chapters of the plan include *The Traffic Forum Process* which describes the process and timeline for developing the plan, *Neighborhood Traffic Issues* which identifies the top ten traffic issues by the Steering Committee, *Neighborhood Recommendations and Implementation* which describes the specific recommendations by location and summarizes potential opportunities for funding.



**Figure 1 – Hillsdale Neighborhood Planning Boundary**

## The Traffic Forum Process

The planning effort began with a series of ten Citywide traffic forums conducted January through May 2016. The purpose of the forums was to receive neighborhood feedback on transportation issues. City staff gathered traffic concerns from each neighborhood and compiled the information into meeting notes. From the meeting notes, prioritization tables were developed for individual neighborhoods. Each issue was given a unique identification number and entered into the table, which would enable staff to track each response and future follow-up actions. Solutions that required no additional community coordination were implemented, such as trimming vegetation, sign installation, or speed enforcement. For Hillsdale, there were 7 Police-related concerns and 26 Public Works concerns.

The City asked for volunteers from each neighborhood to serve on a Traffic Forum Steering Committee (TFSC) to work with City staff to identify their top ten traffic issues. The Police and Public Works Departments met with the Hillsdale TFSC on June 8, 2016 and were provided information packets, which included their neighborhood's meeting notes, online resident feedback, collision data, relevant traffic studies, and prioritization tables created by the City. They were asked to use this data to create a top ten list of traffic concerns in their neighborhood.

The Hillsdale TFSC was comprised of ten residents who participated in the development of the top ten list.

Traffic Forum Steering Committee Member	
Michael Ragan	Adrian Kirk
Vaikunth Cuchelkar	Kira Heintz
Ann Olson	Haruko Makitani
Ravi Ravichandran	Caroline Cecconi
Barbara Miao	Tia Lillie

On January 31, 2017, the Hillsdale TFSC submitted their top ten traffic concerns to the City for review. Using this list, City staff created the Traffic Action Plan (TAP). The draft TAP will be posted online prior to the Public Works Commission meeting. The Public Works Commission will review and provide comments on the TAP. City staff will revise the TAP to include the Public Works Commission's comments and finalize the document. The final TAP will then be posted online.

The flowchart in Figure 2 depicts the development of the traffic action plan and proposed schedule.

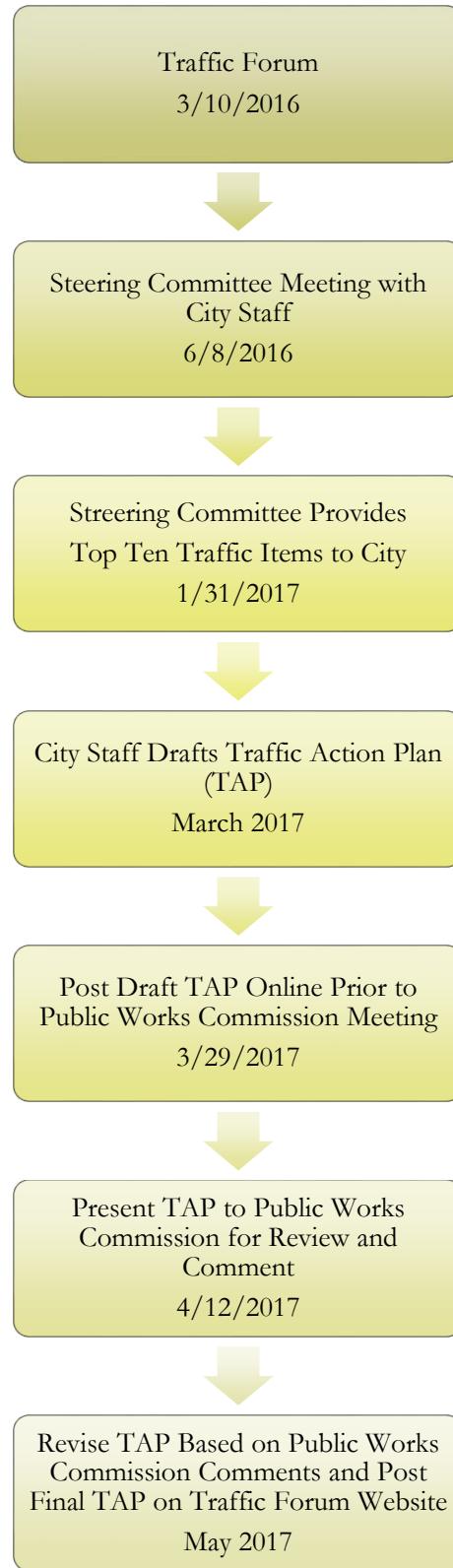


Figure 2 - Traffic Action Plan Development Flowchart

# Neighborhood Traffic Issues

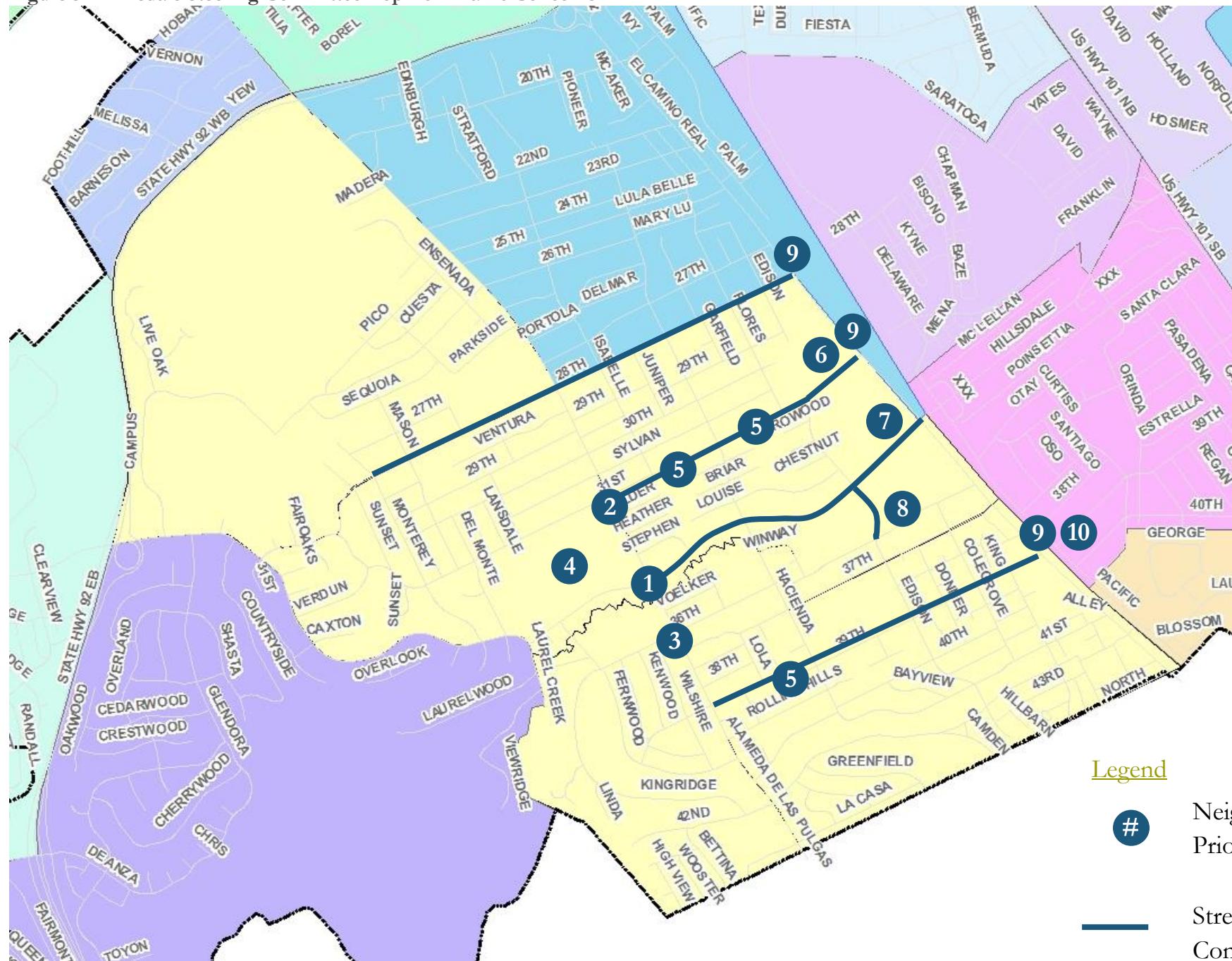
The Hillsdale Traffic Forum Steering Committee identified their top ten traffic concerns on January 31, 2017 based on information provided to them at the City meeting.

The following section presents the issues, listed by location, first in a table format, as well as presented on a map for illustration.

**Table 1 – Hillsdale Top Ten Traffic Concerns**

Neighborhood Priority	Location	Interests and Reasons
1	Alameda de las Pulgas/ W. Hillsdale Boulevard	Congestion (TFSC requests the installation of a traffic signal due to traffic congestion)
2	31 <sup>st</sup> Avenue/ Alameda de las Pulgas	Unique Neighborhood Concern (TFSC requests flashing crosswalk lighting to enhance pedestrian safety)
3	36 <sup>th</sup> Avenue/ Alameda de las Pulgas	Unique Neighborhood Concern (TFSC requests flashing crosswalk lighting to enhance pedestrian safety)
4	Hillsdale Neighborhood Schools	Unique Neighborhood Concern (TFSC requests to install or increase school signage at school crossings to enhance pedestrian safety)
5	31 <sup>st</sup> Avenue at Hillsdale parks, and 39 <sup>th</sup> Avenue at Indian Springs Park	Unique Neighborhood Concern (TFSC requests to install crosswalk entrances at parks to enhance pedestrian safety)
6	31 <sup>st</sup> Avenue between Alameda de las Pulgas and Edison Street	Speeding (TFSC requests that speed cushions be installed due to speeding concerns)
7	Hillsdale Boulevard between El Camino Real and Hillsdale High School	Unique Neighborhood Concern (TFSC requests for bike lanes to be installed)
8	Edison Street between W. Hillsdale Boulevard and 36 <sup>th</sup> Avenue	Unique Neighborhood Concern (TFSC requests to remove parking on one side of the street due to concerns regarding vehicles parked on the sidewalk as well as the narrow roadway width around the curve)
9	28 <sup>th</sup> Avenue, 31 <sup>st</sup> Avenue, and 39 <sup>th</sup> Avenue	Unique Neighborhood Concern (TFSC requests to implement weight restrictions on the roadways to keep large trucks out of the neighborhood)
10	39 <sup>th</sup> Avenue between El Camino Real and Alameda de las Pulgas	Speeding (TFSC requests to implement speed reduction measures due to concerns regarding speeding)

Figure 3 – Hillsdale Steering Committee Top Ten Traffic Concerns



## Legend

## Neighborhood Priority

## Street Segment of Concern

# Neighborhood Recommendations and Implementation

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The following section presents the recommendations, listed by location. A detailed discussion is presented first followed by the recommendation in Table 3, as well as presented on a map for illustration.

## 1 – Alameda de las Pulgas/W. Hillsdale Boulevard

Issue: Congestion (TFSC requests the installation of a traffic signal due to traffic congestion)

Discussion:

The intersection of Alameda de las Pulgas and W. Hillsdale Boulevard is controlled by an all-way stop. Alameda is a four-lane divided arterial roadway with a posted speed limit of 30 mph. W. Hillsdale Boulevard is a two-lane undivided arterial with a posted speed limit of 25 mph. Both roadways have sidewalks and allow parking on both sides of the street. W. Hillsdale Boulevard also has Class II striped bike lanes on both sides of the street.

Recommendations:



- Public Works staff will conduct a traffic signal warrant analysis for the intersection. If the intersection satisfies the traffic signal warrants, funding for the signal improvements will be requested through the Capital Improvements Program.

## 2 – 31<sup>st</sup> Avenue/Alameda de las Pulgas

Issue: Unique Neighborhood Concern (TFSC requests flashing crosswalk lighting to enhance pedestrian safety)

Discussion:

The intersection of Alameda de las Pulgas and 31<sup>st</sup> Avenue is controlled by an all-way stop. Alameda is a four-lane divided arterial roadway with a posted speed limit of 30 mph. 31<sup>st</sup> Avenue is a two-lane undivided collector street with a posted speed limit of 25 mph. Both roadways have sidewalks and allow parking on both sides of the street.



Rectangular rapid flashing beacons are used at uncontrolled mid-block or intersection crossings. They are utilized as an aid to warn drivers that pedestrians are present so drivers will stop and yield the right-of-way to those pedestrians. Because of the existing all-way stop at this intersection, drivers are already required to stop and yield to any crossing pedestrians.

Recommendations:

- Staff will install 25' of red curb on all approaches to the intersection to enhance the visibility of pedestrians crossing the street.
- Staff will install STOP AHEAD signage on all approaches to the intersection to warn drivers of the upcoming stop.

### 3 – 36<sup>th</sup> Avenue/Alameda de las Pulgas

Issue: Unique Neighborhood Concern (TFSC requests flashing crosswalk lighting to enhance pedestrian safety)

#### Discussion and Analysis:

The intersection of Alameda de las Pulgas and 36<sup>th</sup> Avenue is controlled by an all-way stop. Alameda is a four-lane divided arterial roadway with a posted speed limit of 30 mph. 36<sup>th</sup> Avenue is a two-lane undivided local street with a prima facie speed limit of 25 mph. Both roadways have sidewalks and allow parking on both sides of the street.

Rectangular rapid flashing beacons are used at uncontrolled mid-block or intersection crossings. They are utilized as an aid to warn drivers that pedestrians are present so drivers will stop and yield the right-of-way to those pedestrians. Because of the existing all-way stop at this intersection, drivers are already required to stop and yield to any crossing pedestrians.



#### Recommendations:

- Staff will install 25' of red curb on all approaches to the intersection to enhance the visibility of pedestrians crossing the street.
- Staff will install STOP AHEAD signage on all approaches to the intersection to warn drivers of the upcoming stop.
- Staff will install high-visibility crosswalk for the east and west legs of the intersection

## 4 – Hillsdale Neighborhood Schools

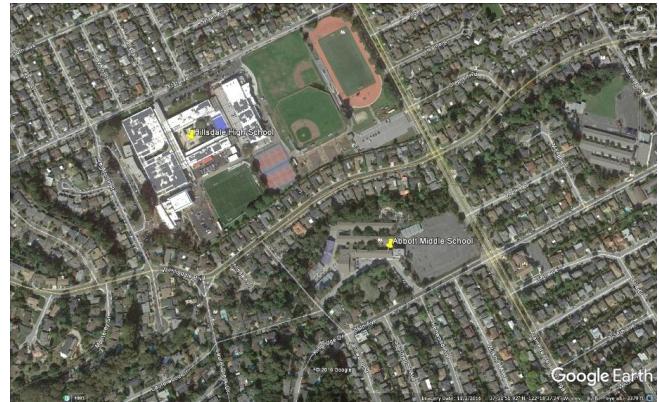
Issue: Unique Neighborhood Concern (TFSC requests to install or increase school signage at school crossings to enhance pedestrian safety)

Discussion and Analysis:

The Hillsdale neighborhood is home to five public schools and several private schools. The schools are primarily located near or around W. Hillsdale Boulevard, Alameda de las Pulgas, and 27<sup>th</sup> Avenue.

Recommendations:

- Public Works staff is in the process of evaluating school signage and markings near Hillsdale neighborhood schools. Staff anticipates the improvements to be completed by the beginning of the 2017-2018 school year.



## 5 – 31st Avenue at Hillsdale parks, and 39th Avenue at Indian Springs Park

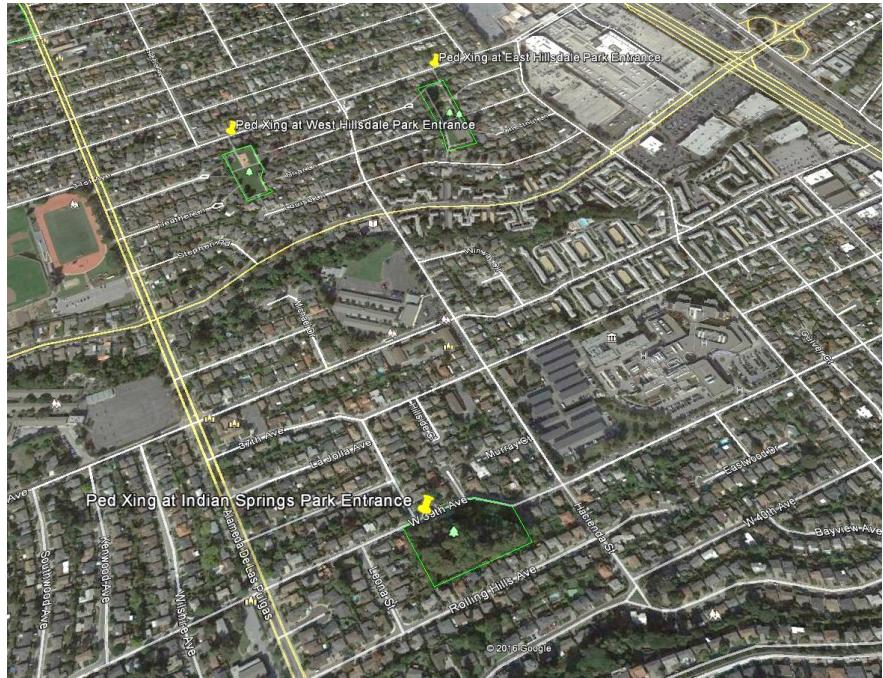
Issue: Unique Neighborhood Concern (TFSC requests to install crosswalk entrances at parks to enhance pedestrian safety)

### Discussion and Analysis:

West Hillsdale Park and East Hillsdale Park entrances are both located on 31<sup>st</sup> Avenue. West Hillsdale Park is located between Isabelle and Hacienda, while East Hillsdale Park is located between Hacienda and Edison.

The Indian Springs Park entrance is located on W. 39<sup>th</sup> Avenue. The park is located between Leona and Hacienda. The primary access to the park is near the intersection of W. 39<sup>th</sup> Avenue and Lola Street.

### Recommendations:



- Public Works staff will conduct pedestrian counts at the Hillsdale pocket parks to determine if marked uncontrolled crosswalks are required.
- Staff recommends installation of a rectangular rapid flashing beacon at the uncontrolled marked crosswalk on 39<sup>th</sup> Avenue at Lola Street.
- Staff recommends installation of additional pedestrian warning signage on 39<sup>th</sup> Avenue.

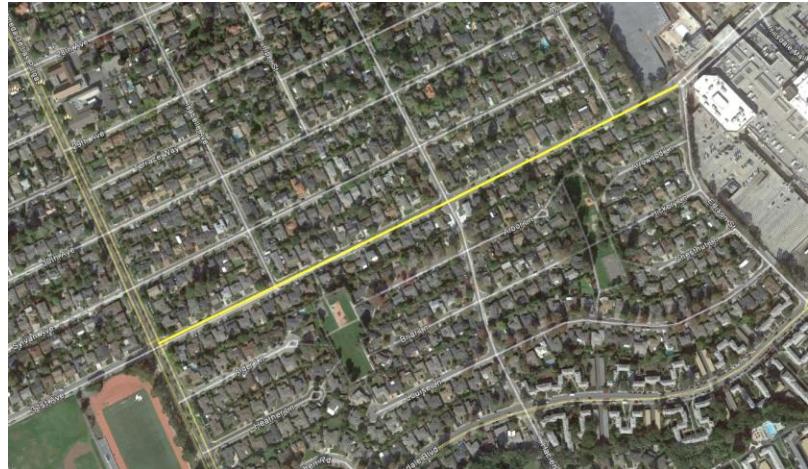
## 6 – 31st Avenue between Alameda de las Pulgas and Edison Street

Issue: Speeding (TFSC requests that speed cushions be installed due to speeding concerns)

### Discussion and Analysis:

31<sup>st</sup> Avenue between Alameda de las Pulgas and Edison Street is a two-lane undivided collector street with a posted speed limit of 25 mph. Parking and sidewalks exist on both sides of the roadway.

Historically, speeding complaints have been received from the neighborhood and addressed with increased police enforcement. A speed survey was completed in June 2014. The 85<sup>th</sup> percentile speed was 32.3 mph.



### Recommendations:

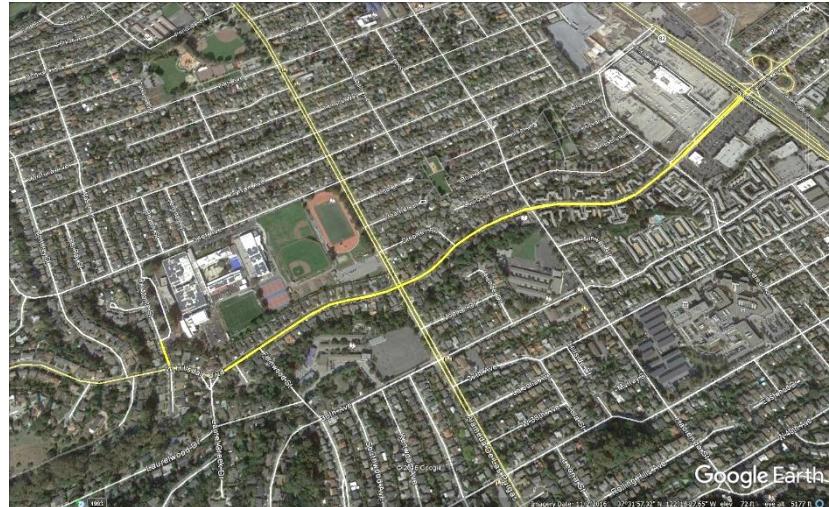
- Place the portable radar board in both directions.
- Conduct strategic enforcement based on the violation threshold.
- Because 31<sup>st</sup> Avenue is classified as a collector street in the Circulation Element of the General Plan, it does not qualify for *Step 2* devices as defined by the current NTMP. The City is in the process of reviewing and updating the NTMP to potentially allow *Step 2* devices on residential collector streets.
- Conduct speed survey, volume counts, and review collisions in one year. Evaluate progress.

## 7 – Hillsdale Boulevard between El Camino Real and Hillsdale High School

Issue: Unique Neighborhood Concern (TFSC requests for bike lanes to be installed)

Discussion:

W. Hillsdale Boulevard is a two-lane undivided arterial with a posted speed limit of 25 mph. The roadway has sidewalks and allows parking on both sides of the street. W. Hillsdale Boulevard also has Class II striped bike lanes on both sides of the street between Hillsdale Place and Edison Street.



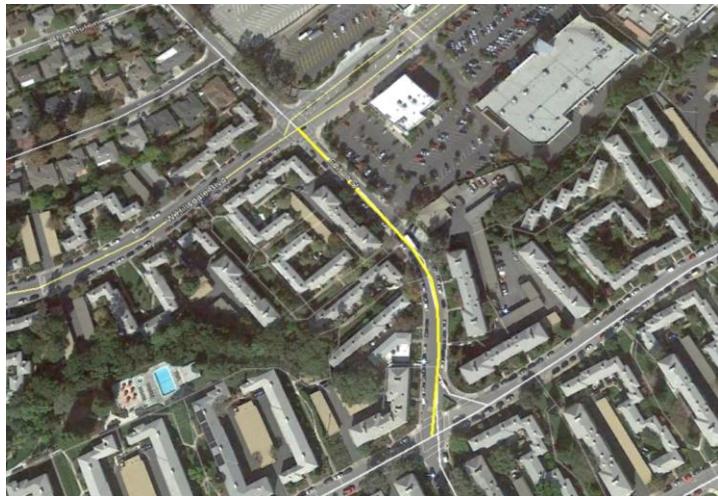
Recommendations:

- Class II bike lanes, which are dedicated, striped bike lanes, exist on W. Hillsdale Boulevard between Hillsdale Place and Edison Street.
- Additional bike lanes on W. Hillsdale Boulevard between Edison Street and El Camino Real will be reviewed in the revised Bicycle Master Plan, which is anticipated in fiscal year 2017-2018.

## 8 – Edison Street between W. Hillsdale Boulevard and 36th Avenue

Issue: Unique Neighborhood Concern (TFSC requests to remove parking on one side of the street due to concerns regarding vehicles parked on the sidewalk as well as the narrow roadway width around the curve)

Discussion and Analysis:



Edison Street between W. Hillsdale Boulevard and 36<sup>th</sup> Avenue is a 32' wide two-lane collector roadway with parking and sidewalks on both sides of the street. This section of Edison Street is adjacent to a large commercial retail center as well as the Hillsdale Garden Apartments. Near this roadway segment is the Hillsdale Shopping Center to the north, and San Mateo County Hospital to the south.

Recommendations:

- Staff recommends removing parking on the east side of Edison Street between W. Hillsdale Boulevard and 36<sup>th</sup> Avenue due to the narrow width of the roadway
- Staff recommends shifting the centerline of the roadway eastward

## 9 – 28th Avenue, 31st Avenue, and 39th Avenue

Issue: Unique Neighborhood Concern (TFSC requests to implement weight restrictions on the roadways to keep large trucks out to the neighborhood)

Discussion and Analysis:

28<sup>th</sup> Avenue is a two-lane undivided collector street with a posted speed limit of 25 mph. Parking and sidewalks exist on both sides of the roadway.

31<sup>st</sup> Avenue is a two-lane undivided collector street with a posted speed limit of 25 mph. Parking and sidewalks exist on both sides of the roadway.

39<sup>th</sup> Avenue is a two-lane undivided local street with a posted speed limit of 25 mph. Parking and sidewalks exist on both sides of the roadway.



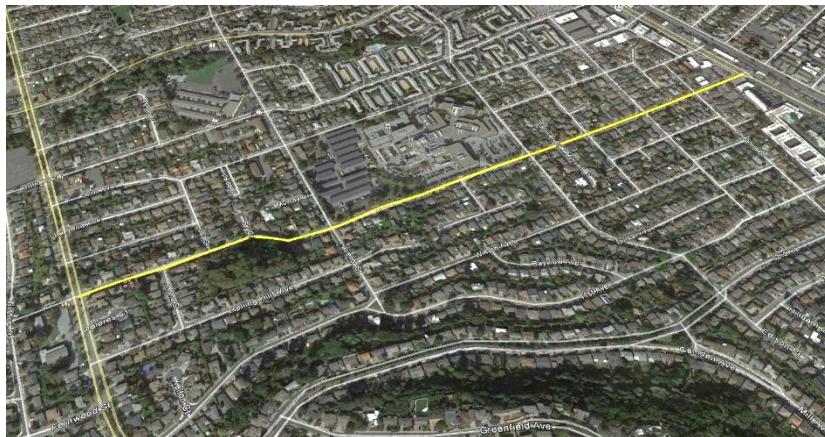
Recommendations:

- 28<sup>th</sup> Avenue and 31<sup>st</sup> Avenue are used as bus routes. Therefore, staff is unable to implement weight restrictions on those roadways.
- Public Works staff will post signage on 39<sup>th</sup> Avenue restricting oversized vehicles.

## 10 – 39<sup>th</sup> Avenue between El Camino Real and Alameda de las Pulgas

Issue: Speeding (TFSC requests to implement speed reduction measures due to concerns regarding speeding)

Discussion and Analysis:



39<sup>th</sup> Avenue is a two-lane undivided local street with a posted speed limit of 25 mph. Parking and sidewalks exist on both sides of the roadway.

Historically, speeding complaints have been received from the neighborhood and addressed with increased police enforcement. A speed survey was completed in June 2014. The 85<sup>th</sup> percentile speed at that time was 30.7 mph.

Recommendations:

- Public Works staff will conduct a new speed survey to determine if 39<sup>th</sup> Avenue meets *Step 2* thresholds as defined by the current NTMP. The City is also in the process of reviewing and updating the NTMP to potentially change the *Step 2* thresholds on city roadways.
- Place the portable radar board in both directions.
- Conduct speed survey, volume counts, and review collisions in one year. Evaluate progress.

Table 2 - Top Ten List with Funding Sources

Neighborhood Priority	Location	Key Issues (Interests and Reasons)	Improvements	Potential Funding Source	Estimated Cost
1	Alameda de las Pulgas/ W. Hillsdale Boulevard	Congestion (TFSC requests the installation of a traffic signal due to traffic congestion)	➤ Public Works staff will conduct a traffic signal warrant analysis for the intersection. If the intersection satisfies the traffic signal warrants, funding for the signal improvements will be requested through the Capital Improvements Program.	Measure S (TBD)	\$1,000 study; \$1,000 staff
2	31 <sup>st</sup> Avenue/ Alameda de las Pulgas	Unique Neighborhood Concern (TFSC requests flashing crosswalk lighting to enhance pedestrian safety)	➤ Staff will install 25° of red curb on all approaches to the intersection to enhance the visibility of pedestrians crossing the street. ➤ Staff will install STOP AHEAD signage on all approaches to the intersection to warn drivers of the upcoming stop.	Measure S (TBD)	\$500 capital; \$500 staff
3	36 <sup>th</sup> Avenue/ Alameda de las Pulgas	Unique Neighborhood Concern (TFSC requests flashing crosswalk lighting to enhance pedestrian safety)	➤ Staff will install 25° of red curb on all approaches to the intersection to enhance the visibility of pedestrians crossing the street. ➤ Staff will install STOP AHEAD signage on all approaches to the intersection to warn drivers of the upcoming stop.	Measure S (TBD)	\$500 capital; \$500 staff
4	Hillsdale Neighborhood Schools	Unique Neighborhood Concern (TFSC requests to install or increase school signage at school crossings to enhance pedestrian safety)	➤ Public Works staff is in the process of evaluating school signage and markings near Hillsdale neighborhood schools. Staff anticipates the improvements to be completed by the beginning of the 2017-2018 school year.	-	-
5	31 <sup>st</sup> Avenue at Hillsdale parks, and 39 <sup>th</sup> Avenue at Indian Springs Park	Unique Neighborhood Concern (TFSC requests to install crosswalk entrances at parks to enhance pedestrian safety)	➤ Public Works staff will conduct pedestrian counts at the Hillsdale pocket parks to determine if marked uncontrolled crosswalks are required. ➤ Staff recommends installation of a rectangular rapid flashing beacon at the uncontrolled marked crosswalk on 39 <sup>th</sup> Avenue at Lola Street. ➤ Staff recommends installation of additional pedestrian warning signage on 39 <sup>th</sup> Avenue.	Measure S (TBD)	\$500 study; \$10,000 capital; \$1,000 staff
6	31 <sup>st</sup> Avenue between Alameda de las Pulgas and Edison Street	Speeding (TFSC requests that speed cushions be installed due to speeding concerns)	➤ Place the portable radar board in both directions. ➤ Conduct strategic enforcement based on the violation threshold. ➤ Because 31 <sup>st</sup> Avenue is classified as a collector street in the Circulation Element of the General Plan, it does not qualify for <i>Step 2</i> devices as defined by the current NTMP. The City is in the process of reviewing and updating the NTMP to potentially allow <i>Step 2</i> devices on residential collector streets. ➤ Conduct speed survey, volume counts, and review collisions in one year. Evaluate progress.	Citywide Traffic Calming (466600); PD operating budget	\$500 staff (one-time); \$2,000/yr on-going
7	Hillsdale Boulevard between El Camino Real and Hillsdale High School	Unique Neighborhood Concern (TFSC requests for bike lanes to be installed)	➤ Class II bike lanes, which are dedicated, striped bike lanes, exist on W. Hillsdale Boulevard between Hillsdale Place and Edison Street. ➤ Additional bike lanes on W. Hillsdale Boulevard between Edison Street and El Camino Real will be reviewed in the revised Bicycle Master Plan, which is anticipated in fiscal year 2017-2018.	-	-
8	Edison Street between W. Hillsdale Boulevard and 36 <sup>th</sup> Avenue	Unique Neighborhood Concern (TFSC requests to remove parking on one side of the street due to concerns regarding vehicles parked on the sidewalk as well as the narrow roadway width around the curve)	➤ Staff recommends removing parking on the east side of Edison Street between W. Hillsdale Boulevard and 36 <sup>th</sup> Avenue due to the narrow width of the roadway ➤ Staff recommends shifting the centerline of the roadway eastward	Measure S (TBD)	\$1,000 study; \$1,000 staff
9	28 <sup>th</sup> Avenue, 31 <sup>st</sup> Avenue, and 39 <sup>th</sup> Avenue	Unique Neighborhood Concern (TFSC requests to implement weight restrictions on the roadways to keep large trucks out of the neighborhood)	➤ 28 <sup>th</sup> Avenue and 31 <sup>st</sup> Avenue are used as bus routes. Therefore, staff is unable to implement weight restrictions on those roadways. ➤ Public Works staff will post signage on 39 <sup>th</sup> Avenue restricting oversized vehicles.	Measure S (TBD)	\$500 capital; \$500 staff
10	39 <sup>th</sup> Avenue between El Camino Real and Alameda de las Pulgas	Speeding (TFSC requests to implement speed reduction measures due to concerns regarding speeding)	➤ Public Works staff will conduct a new speed survey to determine if 39 <sup>th</sup> Avenue meets <i>Step 2</i> thresholds as defined by the current NTMP. The City is also in the process of reviewing and updating the NTMP to potentially change the <i>Step 2</i> thresholds on city roadways. ➤ Place the portable radar board in both directions. ➤ Conduct speed survey, volume counts, and review collisions in one year. Evaluate progress.	Measure S (TBD)	\$500 capital; \$500 staff

**Funding Summary:**

- \$8,000 - Staff and Study Costs: Includes one-time cost for analysis and evaluation
- \$12,000 - Capital Costs: Includes construction costs such as signing and striping installations
- \$2,000 – Annual Costs: Includes on-going costs for targeted police enforcement

