



## STAFF REPORT

### City Council

Meeting Date:

4/29/2025

Staff Report Number:

25-060-CC

### Regular Business:

**Consider and adopt a resolution authorizing the removal of parking on Coleman Avenue and installation of a stop sign at Coleman Avenue and Santa Monica Avenue**

## Recommendation

Staff recommends that the City Council adopt a resolution (Attachment A) to authorize the removal of parking from the north side of Coleman Avenue and authorize the installation of a stop sign at Coleman Avenue and Santa Monica Avenue to allow for the implementation of the Coleman Avenue pilot project (Pilot) in summer 2025.

## Policy Issues

The Pilot is consistent with policies and programs stated in the General Plan Circulation Element (e.g., CIRC-1.7, CIRC-1.8, CIRC-2.7, etc.) These policies seek to maintain a safe, efficient, and user friendly circulation system that promotes a healthy and active community in Menlo Park. Additionally, the Pilot is consistent with the Vision Zero Action Plan to eliminate all traffic fatalities and serious injuries by 2040.

## Background

The Coleman and Ringwood Avenues Transportation Study (Study) was a joint planning effort between the City and San Mateo County (County) to identify conceptual street designs for Coleman Avenue and Ringwood Avenue. The goals of the planning effort were to improve transportation, safety and mobility for people walking, biking, driving or taking public transit.

Coleman Avenue, from Ringwood Avenue to Willow Road, is jurisdictionally divided between the City and County. Coleman Avenue is one of three roads (along with Bay Road and Middlefield Road) that connect Ringwood Avenue with Willow Road. Given its centralized location and lower traffic volumes compared to the parallel routes, Coleman Avenue serves as the most direct route for children that bicycle and walk to a number of schools, including Menlo-Atherton High School, Laurel School Lower Campus, and Laurel School Upper Campus. There are also private schools including KIPP Valiant Community Prep, Silicon Valley International School, and the Peninsula School that are accessible to students walking and biking via Coleman Avenue. Laurel School Lower Campus serves kindergarten to second grade, Laurel School Upper Campus serves third grade to fifth grade, and Menlo-Atherton serves ninth grade to twelfth grade. Many students of different ages use Coleman Avenue to travel to school by walking and biking, especially during peak periods of before- and after-school travel. Additionally, Coleman Avenue serves as a connector to Willow Oaks Park, a bicycle connector between neighborhood schools and the Willows neighborhood.

The Study included substantial outreach, including a Technical Advisory Committee (TAC), a Community Advisory Committee (CAC), public engagement events, and presentations to the Complete Streets Commission (CSC) and the County Bicycle and Pedestrian Advisory Committee (BPAC). The TAC included

staff representatives from public agencies, SamTrans, the Menlo Park Fire Protection District, and administrators from several schools. The CAC included a diverse set of representatives including students and parents from several schools, members of relevant commissions (City of Menlo Park CSC and County BPAC), local residents, and community-based organizations serving the Belle Haven neighborhood and East Palo Alto. Additionally, the Study conducted pop-up events, walking tours, outreach events, and community surveys to develop long-term alternatives for improvements to the corridors. The Study included additional outreach and engagement to determine Pilot options on Coleman Avenue. A link to the City's Project website is included as Attachment B.

On Oct. 22, 2024, City Council provided direction to staff to return with acceptance of the final report, move forward with improvements in the City section of Coleman Avenue including traffic calming measures, a stop sign at Santa Monica Avenue, and a pilot bikeway that requires removal of parking on the north side of Coleman Avenue. The Study also proposed a one-way pilot in the County segment of Coleman Avenue to allow people biking and walking to continue in both directions on the south side of the road. City Council authorized the Mayor to approve and sign a letter supporting implementation of a one-way pilot on Coleman Avenue in the County segment.

On Nov. 19, 2024, City Council accepted the final report and adopted a resolution supporting a one-way pilot on Coleman Avenue in the County. The County has not identified a timeline for the one-way pilot at this time, but City staff remain in coordination with the County.

On March 12, the CSC received a presentation and approved the Pilot design and existing conditions and Pilot evaluation data with the following recommendations:

- Expedite the stop sign and traffic calming sooner than the installation of the pilot;
- Consider temporary no parking signage and messaging, including on-site notifications, consider cones in the bike lane as a temporary physical barrier;
- Include yellow centerline, marked parking spots and green bike lane;
- Send outreach, Pilot survey and SafeTREC website (an online community engagement platform to allow self-reports of crashes, near misses or safety concerns) to residents and schools (Attachment E);
- Account for an increase in pedestrian counts as a metric of success;
- At the beginning of the Pilot, coordinate with schools for messaging to students and parents and coordinate with the police department for enforcement of parking laws; and
- For parking counts, include later measurement, around 11 p.m.

## **Analysis**

### Pilot design

As directed by City Council at the Oct. 22, 2024, meeting, the Pilot includes the following proposed improvements:

- A bike lane westbound (toward Ringwood Avenue);
- A shared lane with people biking and people driving eastbound (toward Willow Road);
- Parking removal from the north side of Coleman Avenue to allow sufficient roadway space for the Pilot;
- A stop sign on Coleman Avenue at Santa Monica Avenue to provide clear right of way designation for those crossing Coleman Avenue to access nearby bus stop (if approved by City Council, the installation of the stop sign would be permanent); and
- Traffic calming measures (i.e., temporary rubberized speed cushions) on Coleman Avenue to reduce speeds of people driving.

Attachment C includes visual renderings of the Pilot. Attachment D includes the layout of the design. The Pilot design will include temporary rubberized speed cushions to reduce driver speeds. These rubberized speed cushions have been deployed in Atherton; Coleman Avenue will be the first corridor in Menlo Park to pilot these speed reduction measures.

In response to feedback from the CSC, staff is evaluating options to incorporate no parking stencils into the design to further discourage people from parking in the bike lane and will include a double yellow centerline and green paint in the bike lane where appropriate. The CSC also expressed interest in the installation of a physical barrier (e.g. bollards) to separate the bike lane. Implementing separated bikeways creates a maintenance challenge because standard street sweepers cannot fit between the bollards and sidewalk to keep the street free of leaves and debris. There is a significant tree canopy along this section of Coleman Avenue, and a physical barrier would further inhibit street sweeping and debris removal. At this time, staff does not recommend a physically separated bikeway because of the maintenance challenges.

#### Parking removal

To implement the Pilot, parking removal from the north side of Coleman Avenue will be required to allow sufficient roadway space to accommodate a bike lane (westbound) and a shared lane (eastbound) (Attachment A). Without parking removal, there is not sufficient roadway space to implement the Pilot.

Other short-term considerations included turn restrictions during peak school drop-off and pick-up periods using signage; a road closure at the City/County boundary; and narrow bike lanes in both directions in the City portion. The proposed Pilot received the most support to provide improved bicycle facilities while retaining on-street parking on the south side of Coleman Avenue. Despite the higher parking demand, the Study recommended parking removal on the north side of Coleman Avenue due to visibility concerns as cars enter or exit driveways or on-street parking, including the greater volume of cars entering and exiting driveways. Additionally, the removal of parking from the north side of Coleman Avenue would allow better connectivity between the pilot bike lane and the Willow Oaks shared use path.

Staff estimates there are about 40 parking spaces (depending on car lengths and spacing) that would require removal. Coleman Avenue contains multifamily housing, including apartment buildings that have greater parking demand. Parking will remain available on the south side of Coleman Avenue, as well as Santa Monica Avenue and Coleman Place.

Apartment buildings that lack adequate off-street parking spaces (less than two spaces per unit) and are zoned R3 (Apartment Zoning District) qualify for an annual overnight parking permit. Residents have the option to purchase temporary overnight parking permits (up to 100 in a calendar year) or an annual overnight parking permit through the police department. The apartments on Coleman Avenue and Coleman Place are zoned R-3 (Apartment Zoning District) and qualify for annual overnight parking permits. Currently, between Coleman Avenue and Coleman Place, there are 25 overnight parking permits issued. In the same area, there are 139 eligible overnight parking permits that could be issued.

#### Pilot evaluation

To understand the effectiveness of the Pilot, staff will first establish the existing conditions/pre-pilot evaluation baseline. This will include collection of traffic volume and parking, bicycle and pedestrian count data at key roadway segments and intersections. The existing conditions baseline will be completed in May 2025.

Staff will repeat the counts to evaluate conditions after the Pilot has been installed. Additionally, staff will administer a public survey in May 2026 to provide feedback on the Pilot after installation. Staff expects the public survey will not only capture feedback from residents living on Coleman Avenue, but also from people

that use Coleman Avenue to walk, bike or drive. The Pilot evaluation will be completed in May 2026. In mid-2026, staff will return to the CSC to share the evaluation results and recommend next steps. Staff will then return to City Council to determine next steps, including if the Pilot improvements will be permanent or long-term alternatives should be pursued.

Table 1 summarizes the proposed data collection plan, which includes CSC recommendation of collecting parking data in the late evening. Additionally, the proposed metrics of success includes CSC recommendation of increased number of people walking from pedestrian counts.

Table 1: Existing conditions and Pilot evaluation data	
Data type	Collection period
Roadway volume (vehicles)	Morning and afternoon peak times
Roadway volume (bicycles)	Morning and afternoon peak times
Intersection volume (vehicles)	Morning and afternoon peak times
Intersection volume (bicycles)	Morning and afternoon peak times
Intersection volume (pedestrian)	Morning and afternoon peak times
Vehicle speeds	Morning and afternoon peak times
Reported collisions	Police department data from 2024-2025 (existing conditions) and 2025-2026 (pilot) school year period
Parking counts	Morning and late evening peak times
Bike rack counts at Laurel School Lower Campus	School weekdays during school bell schedules
Bike rack counts at Laurel School Upper Campus	School weekdays during school bell schedules
Bike rack counts at Menlo-Atherton High School	School weekdays during school bell schedules

Public notification for the feedback survey will include:

- Official City social media platforms
- City project update email list
- Specific stakeholder emails
- Postcards to Coleman Avenue residents
- Applicable newsletters, such as the Safe Routes to School newsletter

#### Metrics of success

Staff are proposing the following metrics to help determine if the Pilot was successful:

- Increased number of people bicycling from volumes and bike rack counts
- Increased number of people walking from pedestrian counts
- Positive responses about safety from the community feedback survey
- Reduced vehicular speeds

#### Public outreach

To ensure awareness of the parking changes, staff mailed postcards to residents in the area to inform them



of the April 29 City Council meeting. Staff also deployed A-frames and electronic message signs along the corridor with information on the Pilot and the City Council meeting. Staff distributed flyers on vehicles parked on Coleman Avenue, Coleman Place, and Santa Monica Avenue. If City Council approves the removal of parking from the north side of Coleman Avenue, staff will notify the residents through social media, newsletters, postcards, windshield flyers and A-frames. Staff will also provide information in the public survey on how to report near misses through SafeTREC Street Story Reports as recommended by the CSC.

### Schedule

If City Council adopts the resolution in Attachment A, staff aims to install the Pilot in early summer 2025. Given the timing of the striping contractor's schedule, implementing the stop sign and the temporary traffic calming measures will likely coincide with the Pilot installation in early summer 2025. Staff will complete existing conditions data collection in May 2025 and Pilot data collection in May 2026. After the Pilot evaluation, staff will return to the City Council to determine if Pilot improvements should be made permanent or long-term alternatives identified in the Study should be pursued.

Staff will remain in coordination with the County through implementation and evaluation of the Pilot. Staff will also remain in coordination as the County determines next steps for Coleman Avenue and Ringwood Avenue within its jurisdiction.

### **Impact on City Resources**

Resources for the installation of the Pilot are funded through the City's five-year capital improvement program under the Coleman and Ringwood Avenues Transportation Study project and uses Measure W funds.

### **Environmental Review**

The project is statutorily exempt as identified by Public Resource Code §21080.25 which defines the California Environmental Quality Act as not applicable to "pedestrian and bicycle facilities that improve safety, access or mobility, including new facilities, within the public right of way."

### **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. Resolution
- B. Hyperlink – City project website: [menlopark.gov/Coleman](https://menlopark.gov/Coleman)
- C. Renderings
- D. Pilot design
- E. Hyperlink – SafeTREC website Safe Story: [streetstory.berkeley.edu/](https://streetstory.berkeley.edu/)

Report prepared by:  
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Report reviewed by:  
Kristiann Choy, Senior Transportation Engineer

Azalea A. Mitch, Public Works Director

**RESOLUTION NO. XXXX****RESOLUTION OF THE CITY COUNCIL OF THE CITY OF MENLO PARK  
AUTHORIZING THE REMOVAL OF PARKING ON COLEMAN AVENUE AND  
INSTALLATION OF A STOP SIGN AT COLEMAN AVENUE AND SANTA  
MONICA AVENUE**

WHEREAS, Nov. 19, 2024, the City Council accepted the Coleman and Ringwood Avenues Transportation Study (Study); and,

WHEREAS, the Study identified a short-term pilot to improve mobility and safety on the City portion of Coleman Avenue; and,

WHEREAS, the Study identified a short-term pilot that would require parking removal from the north side of Coleman Avenue to allow for sufficient roadway space to include a bike lane westbound and a shared lane with people biking and driving eastbound; and,

WHEREAS, the Study identified an all-way stop sign at Coleman Avenue and Santa Monica Avenue to provide clear right of way designation for people crossing Coleman Avenue to access a nearby bus stop; and,

WHEREAS, the Transportation Master Plan identifies a Class II bike lane on Coleman Avenue from Willow Road to City limits (requiring removal of parking on one side of the street) as a Tier 1 project; and

WHEREAS, California Vehicle Code §§22506 and 22507 and Menlo Park Municipal Code §11.24 authorizes the City Council to establish by resolution restrictions on parking on local streets and state highways in Menlo Park as necessary; and,

WHEREAS, California Vehicle Code Section 21350 authorizes local jurisdictions to install traffic control devices, including stop signs; and,

WHEREAS, City of Menlo Park Municipal Code §11.12.010 allows the City to authorize the installation of any traffic control devices not otherwise prohibited by the California Vehicle Code; and

WHEREAS, City staff uses the most current California Manual on Uniform Traffic Control (MUTCD) Devices, §2B.07 (i.e., multi-way stop application/warrant) to determine if conversions are warranted; and,

WHEREAS, in March 2025, the Complete Streets Commission provided feedback on staff's recommendations on the removal of parking from the north side of Coleman Avenue and an all-way stop sign installation at Coleman Avenue and Santa Monica Avenue.

NOW, THEREFORE BE IT RESOLVED, that the City of Menlo Park, acting by and through its City Council, having considered and been fully advised in the matter and good cause appearing therefore do hereby authorize the following:

1. No parking zone on the north side of Coleman Avenue from Willow Road to the City of Menlo Park/San Mateo County limit
2. Installation of an all-way stop operation at Coleman Avenue and Santa Monica Avenue

I, Judi A. Herren, City Clerk of Menlo Park, do hereby certify that the above and foregoing City Council Resolution was duly and regularly passed and adopted at a meeting by said City Council on the twenty-ninth day of April, 2025, by the following votes:

AYES:

NOES:

ABSENT:

ABSTAIN:

IN WITNESS WHEREOF, I have hereunto set my hand and affixed the Official Seal of said City on this \_\_\_ day of \_\_\_ 2025.

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Judi A. Herren, City Clerk





CITY OF  
MENLO PARK

**EXISTING CONDITION**  
COLEMAN AVENUE PILOT PROJECT  
Menlo Park, California





**PROPOSED IMPROVEMENTS**  
COLEMAN AVENUE PILOT PROJECT  
Menlo Park, California





**EXISTING CONDITION**  
COLEMAN AVENUE PILOT PROJECT  
Menlo Park, California





**PROPOSED IMPROVEMENTS**  
COLEMAN AVENUE PILOT PROJECT  
Menlo Park, California

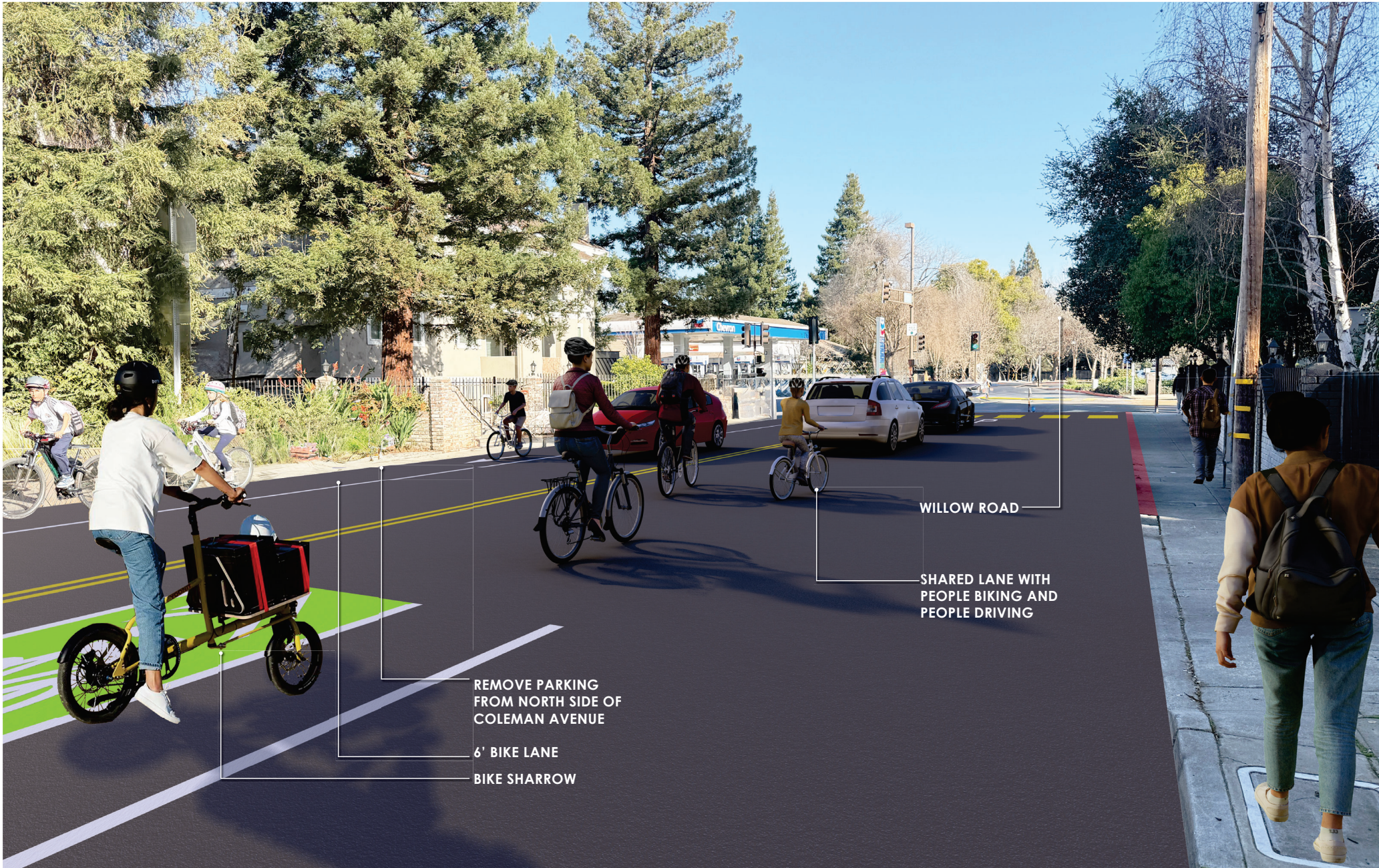




CITY OF  
MENLO PARK

**EXISTING CONDITION**  
COLEMAN AVENUE PILOT PROJECT  
Menlo Park, California





**PROPOSED IMPROVEMENTS**  
COLEMAN AVENUE PILOT PROJECT  
Menlo Park, California





