

Complete Streets Commission



REGULAR MEETING AGENDA

Date: 11/13/2024
Time: 6:30 p.m.
Location: [Zoom.us/join](https://zoom.us/join) – ID# 845 2506 8381 and
City Council Chambers
751 Laurel St., Menlo Park, CA 94025

Members of the public can listen to the meeting and participate using the following methods.

How to participate in the meeting

- Access the meeting, in-person, at City Council Chambers
- Access the meeting real-time online at:
[Zoom.us/join](https://zoom.us/join) – Meeting ID 845 2506 8381
- Access the meeting real-time via telephone at:
(669) 900-6833
Meeting ID 845 2506 8381
Press *9 to raise hand to speak

Subject to Change: The format of this meeting may be altered or the meeting may be canceled. You may check on the status of the meeting by visiting the city website at menlopark.gov. The instructions for logging on to the Zoom webinar and/or the access code is subject to change. If you have difficulty accessing the Zoom webinar, please check the latest online edition of the posted agenda for updated information (menlopark.gov/agendas)

Regular Session

A. Call To Order

B. Roll Call

C. Reports and Announcements

Under “Reports and Announcements,” staff and Commissioners may communicate general information of interest regarding matters within the jurisdiction of the Commission. No Commission discussion or action can occur on any of the presented items.

D. Public Comment

Under “Public Comment,” the public may address the Commission on any subject not listed on the agenda. Each speaker may address the Commission once under public comment for a limit of three minutes. You are not required to provide your name or City of residence, but it is helpful. The Commission cannot act on items not listed on the agenda and, therefore, the Commission cannot respond to non-agenda issues brought up under public comment other than to provide general information.

E. Regular Business

- E1. Accept the Complete Streets Commission minutes for October 9, 2024 ([Attachment](#))
- E2. Receive an update on the San Mateo County US 101 Crossing Improvement Plan – Active 101 ([Presentation](#))
- E3. Provide feedback and recommend that the City Council Accept the Comprehensive Shuttle Study Report ([Staff Report #24-011-CSC](#))

F. Informational Items

- F1. Update on major project status
- F2. Tentative Complete Streets Commission agenda ([Attachment](#))

G. Committee/Subcommittee Reports

H. Adjournment

At every Regular Meeting of the Commission, in addition to the Public Comment period where the public shall have the right to address the Commission on any matters of public interest not listed on the agenda, members of the public have the right to directly address the Commission on any item listed on the agenda at a time designated by the Chair, either before or during the Commission's consideration of the item.

At every Special Meeting of the Commission, members of the public have the right to directly address the Commission on any item listed on the agenda at a time designated by the Chair, either before or during consideration of the item. For appeal hearings, appellant and applicant shall each have 10 minutes for presentations.

If you challenge any of the items listed on this agenda in court, you may be limited to raising only those issues you or someone else raised at the public hearing described in this notice, or in written correspondence delivered to the City of Menlo Park at, or prior to, the public hearing.

Any writing that is distributed to a majority of the Commission by any person in connection with an agenda item is a public record (subject to any exemption under the Public Records Act) and is available by request by emailing the city clerk at jaherren@menlopark.gov. Persons with disabilities, who require auxiliary aids or services in attending or participating in Commission meetings, may call the City Clerk's Office at 650-330-6620.

Agendas are posted in accordance with Government Code §54954.2(a) or §54956. Members of the public can view electronic agendas and staff reports by accessing the City website at menlopark.gov/agendas and can receive email notification of agenda and staff report postings by subscribing to the "Notify Me" service at menlopark.gov/subscribe. Agendas and staff reports may also be obtained by contacting City Clerk at 650-330-6620. (Posted: 11/7/2024)

REGULAR MEETING MINUTES – DRAFT

Date: 10/9/2024
Time: 6:30 p.m.
Location: Teleconference and
 City Council Chambers
 751 Laurel St., Menlo Park, CA 94025

Regular Session

A. Call To Order

Chair Cole called the meeting to order at 6:33 p.m.

B. Roll Call

Present: Altman, Bailey, Cebrian, Cole, Ierokomos, King
 Absent: Rascoff
 Staff: Senior Transportation Engineer Kevin Chen, Senior Transportation Planner Catrine Machi

C. Reports and Announcements

The Commission received reports on City Council actions since the Aug. 14 Complete Streets Commission meeting.

The Commission received information on Caltrain electrification service and FLOCK fixed automated license plate readers.

D. Public Comment

- Bill Kirsch spoke in support of implementing traffic calming measures on Partridge Avenue and in the Allied Arts neighborhood.

E. Regular Business

E1. Accept the Complete Streets Commission minutes for August 14, 2024 (Attachment)

ACTION: Motion and second (Bailey/ Ierokomos), to accept the Complete Streets Commission minutes for August 14, 2024, passed 5-1-1 (King abstaining, Rascoff absent).

E2. Adopt resolutions to install no parking zones at 4085 Campbell Ave. fronting Scott Drive (Staff Report #24-009-CSC)

Staff Chen made the presentation (Attachment).

The Commission discussed the evaluation roadway speed, safety project prioritization process, parking demand and capacity in the business district and the outreach process.

ACTION: Motion and second (Cebrian/ King), to adopt resolutions to install no parking zones at 4085 Campbell Ave. fronting Scott Drive, passed 5-1-1 (Altman dissenting, Rascoff absent).

- E3. Provide feedback on the Complete Streets Checklist for the Willow Road (SR-114) Separated Bikeway and Pedestrian Improvements Project (Staff Report #24-010-CSC)

Staff Machi made the presentation (Attachment).

The Commission discussed Caltrans' roles and responsibilities, grant timelines, Class IV bike lanes design qualifications, street cleaning, bike connection gap from O'Keefe Street to Durham Street and coordination with nearby development projects.

ACTION: Motion and second (Cole/ Bailey), to approve the Complete Streets Checklist for the Willow Road Separated Bikeway and Pedestrian Improvements Project, passed 6-0-1 (Rascoff absent).

- E4. Evaluate Commission subcommittees to support City Council and Commission priorities

The Commission continued this item to a future meeting.

F. Informational Items

- F1. Update on major project status

The Commission received updates on ongoing project grant timelines, Nealon Park parking construction, Caltrain quiet zone project, El Camino Real crossing improvements, ongoing San Mateo County projects, and upcoming citywide activities/ events.

- F2. Tentative Complete Streets Commission agenda

G. Committee/Subcommittee Reports

The Commission received information about a previous meeting with an Environmental Quality Commission subcommittee on transportation projects with environmental benefits.

H. Adjournment

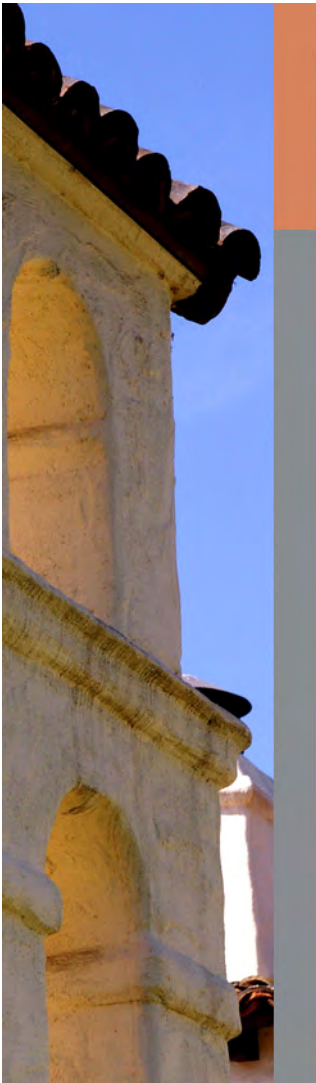
Chair Cole adjourned the meeting at 8:14 p.m.

Kevin Chen, Senior Transportation Engineer



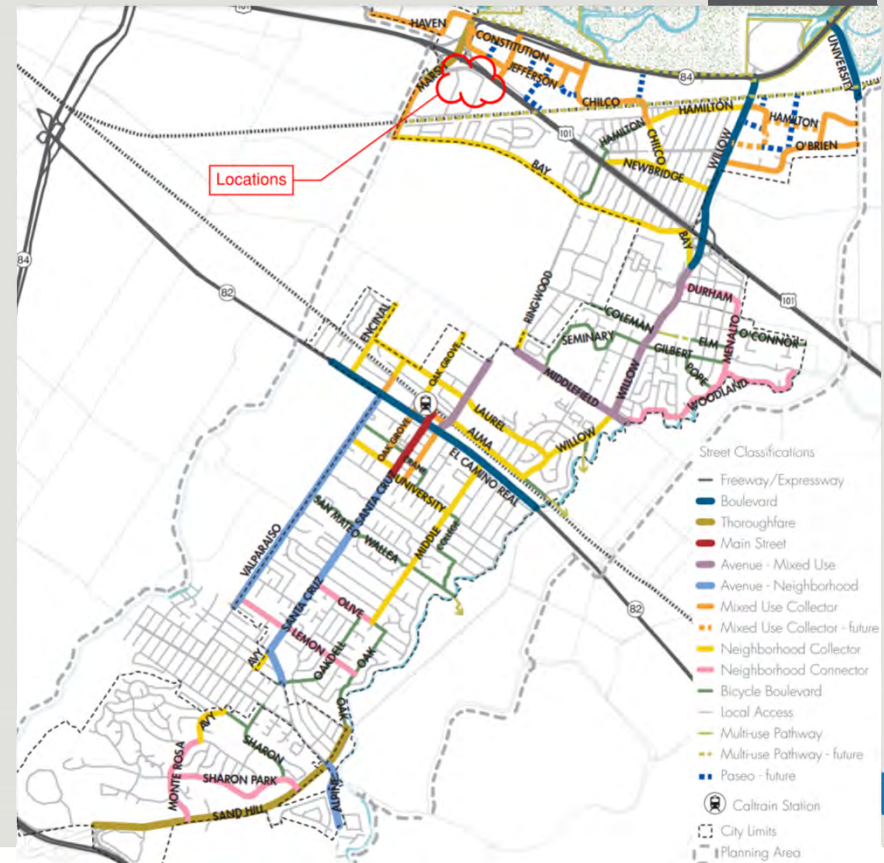
ADOPT RESOLUTIONS TO INSTALL NO PARKING ZONES AT 4085 CAMPBELL AVENUE

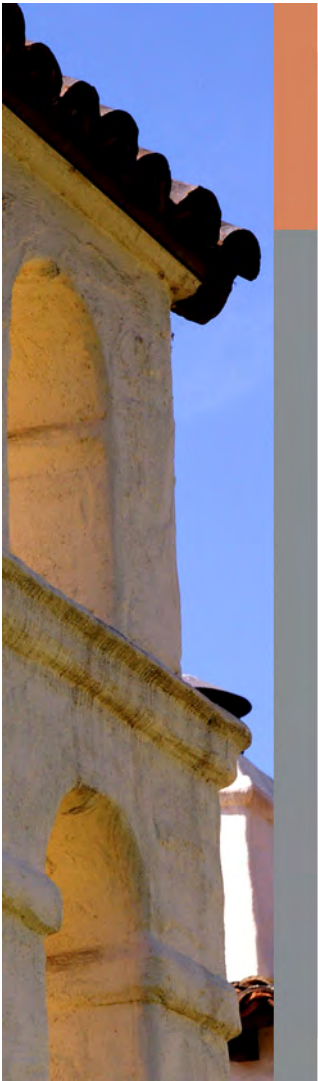
Complete Streets Commission Meeting: October 9, 2024



AGENDA

- Background
- Evaluation
- Recommendations

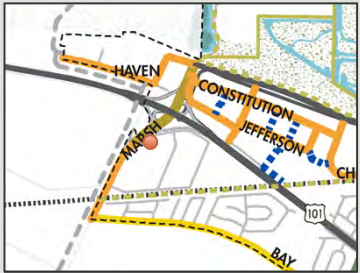


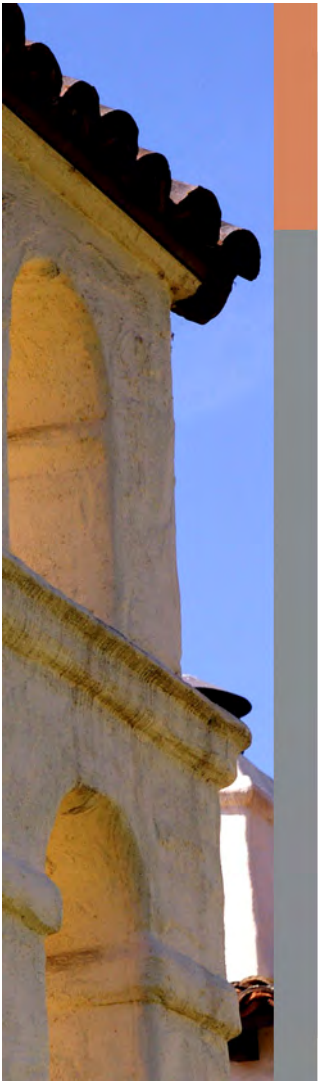


BACKGROUND (4085 CAMPBELL AVE – NORTHERN DRIVEWAY)



View from Scott Drive

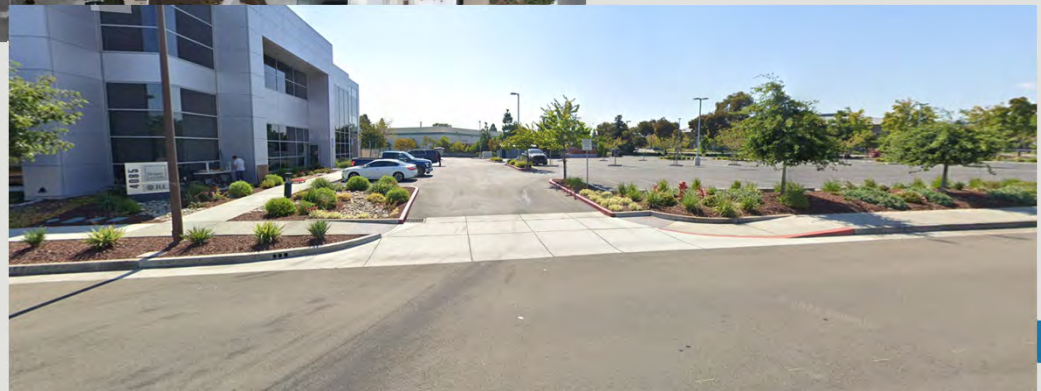
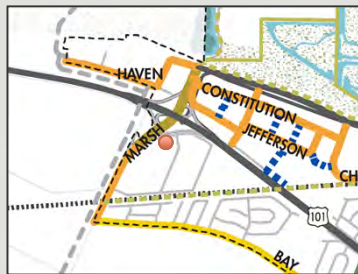




BACKGROUND (4085 CAMPBELL AVE – SOUTHERN DRIVEWAY)



View from Scott Drive

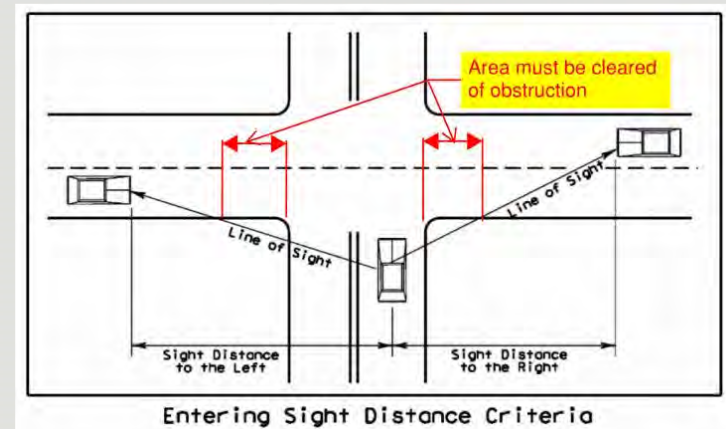




BACKGROUND

- Minimum stopping sight distance for 25 mph: 155 feet

US Customary				
Design speed (mph)	Brake reaction distance (ft)	Braking distance on level (ft)	Stopping sight distance	
			Calculated (ft)	Design (ft)
15	55.1	21.6	76.7	80
20	73.5	38.4	111.9	115
25	91.9	60.0	151.9	155
30	110.3	86.4	196.7	200
35	128.6	117.6	246.2	250
40	147.0	153.6	300.6	305
45	165.4	194.4	359.8	360
50	183.8	240.0	423.8	425
55	202.1	290.3	492.4	495
60	220.5	345.5	566.0	570
65	238.9	405.5	644.4	645
70	257.3	470.3	727.6	730
75	275.6	539.9	815.5	820
80	294.0	614.3	908.3	910





EVALUATION (C)

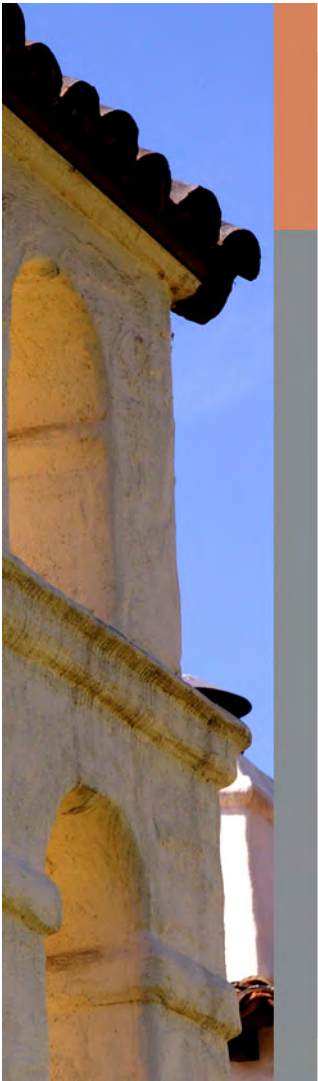
- Existing line of sight



Left of driveway



Right of driveway



EVALUATION (4085 CAMPBELL AVE – SOUTHERN DRIVEWAY)



- Existing line of sight



Left of driveway

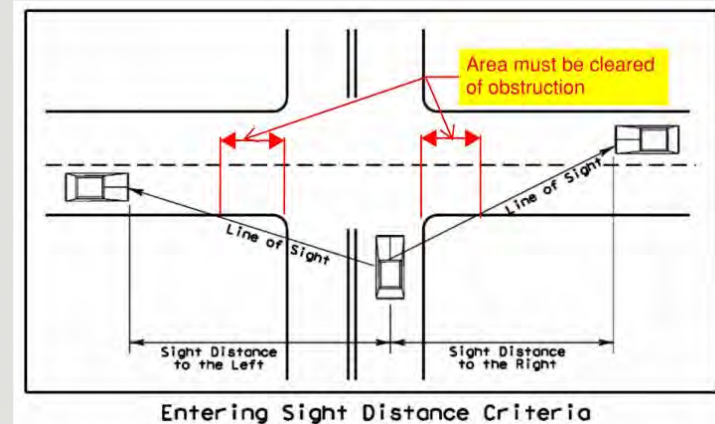


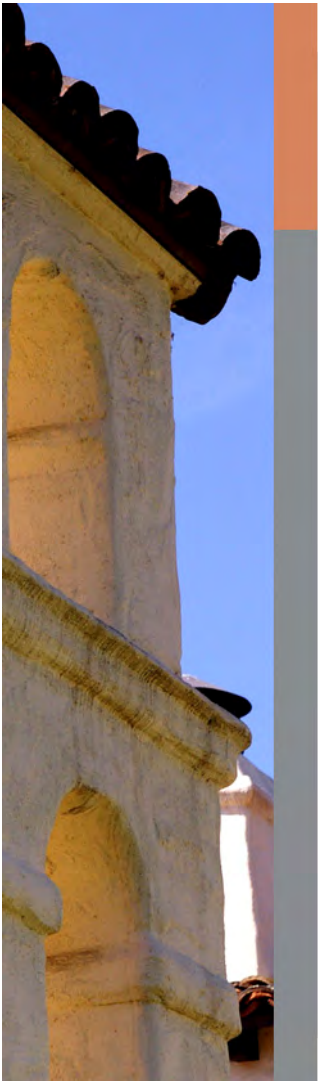
Right of driveway

EVALUATION

- Current speed: 25 mph
- 155 feet of stopping sight distance needed

US Customary				
Design speed (mph)	Brake reaction distance (ft)	Braking distance on level (ft)	Stopping sight distance	
			Calculated (ft)	Design (ft)
15	55.1	21.6	76.7	80
20	73.5	38.4	111.9	115
25	91.9	60.0	151.9	155
30	110.3	86.4	196.7	200
35	128.6	117.6	246.2	250
40	147.0	153.6	300.6	305
45	165.4	194.4	359.8	360
50	183.8	240.0	423.8	425
55	202.1	290.3	492.4	495
60	220.5	345.5	566.0	570
65	238.9	405.5	644.4	645
70	257.3	470.3	727.6	730
75	275.6	539.9	815.5	820
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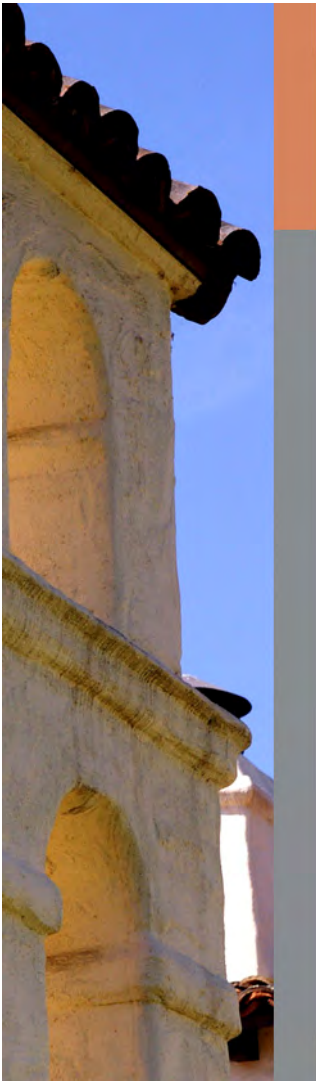




RECOMMENDATIONS (4085 CAMPBELL AVE – NORTHERN DRIVEWAY)

- North side: 50' new red curb (i.e., 2 parking space)
- South side: 20' new red curb (i.e., 1 parking space)





RECOMMENDATIONS (4085 CAMPBELL AVE – SOUTHERN DRIVEWAY)

- North side: 8' existing + 50' new red curb (i.e., 2 parking space)
- South side: 8' existing + 40' new red curb (i.e., 2 parking space)





NEXT STEPS

- 15-day appeal period
- Implementation schedule

Locations	Proposed additional red curbs
4085 Campbell Ave. (northern driveway)	Northside: 50' new (i.e., 2 space) Southside: 20' new (i.e., 1 space)
4085 Campbell Ave. (southern driveway)	Northside: 8' existing + 50' new (i.e., 2 space) Southside: 8' existing + 40' new (i.e., 2 space)



**THANK YOU &
QUESTIONS**



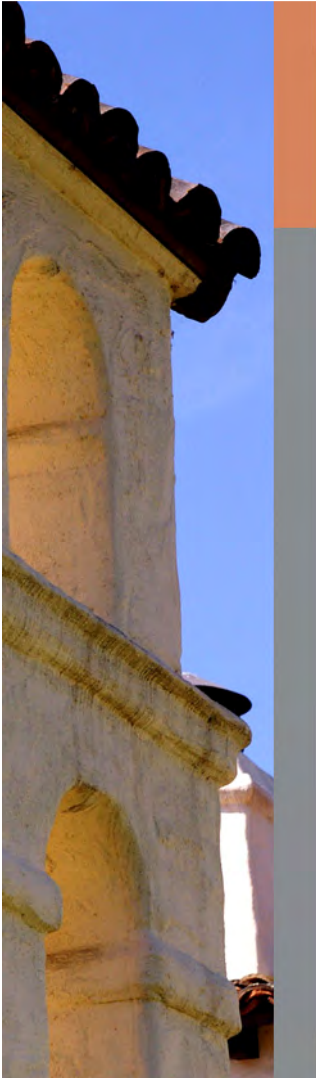
COMPLETE STREETS CHECKLIST FOR THE WILLOW ROAD (SR-114) SEPARATED BIKEWAY AND PEDESTRIAN IMPROVEMENTS PROJECT

Complete Streets Commission – October 9, 2024

AGENDA

- Background
- Checklist
- Requested feedback from Commission





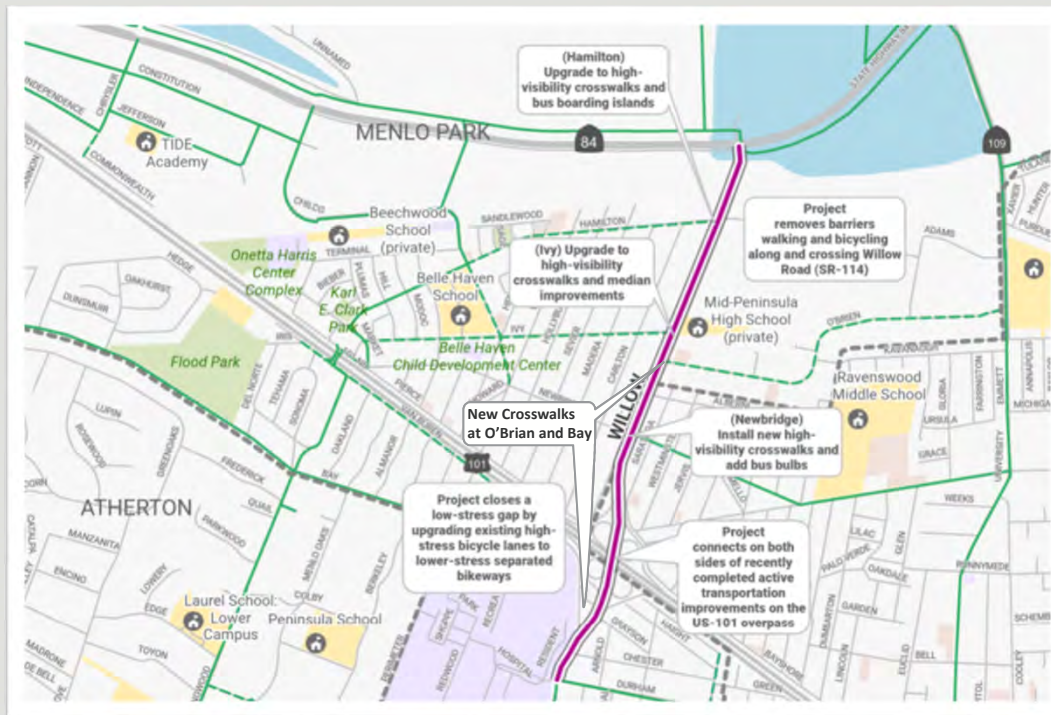
BACKGROUND

- Metropolitan Transportation Commission (MTC) released a call for projects for the Regional Measure 3 Safe Routes To Transit Bay Trail (SR2TBT) Grant
 - \$150 million for projects that improve biking and walking to transit and connections to the Bay Trail, \$75 million for the first round grant cycle
 - Eligible projects include infrastructure, plans and quick build projects
 - No max limit or local match required

- Complete Streets Checklist
 - Required for every project applying for regional discretionary transportation funding
 - The checklist requires the City’s BPAC or Complete Streets Commission review
 - Used to ensure that projects are consistent with the MTC’s CS Policy and goal of accommodating the modes of walking, biking, rolling and using transit within the transportation network.



CURRENT STATUS



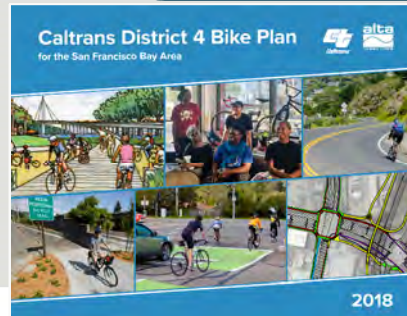
Working with Caltrans, SMCTA and consultant team on preliminary design.

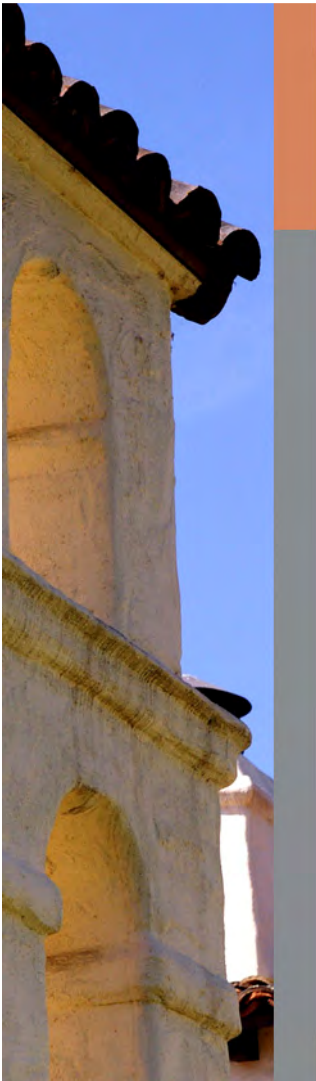


CHECKLIST

Topic	CS Policy Consideration	YES	NO	Required Description	Description
1. Bicycle, Pedestrian and Transit Planning	<p>Does Project implement relevant Plans, or other locally adopted recommendations?</p> <p>Plan examples include:</p> <ul style="list-style-type: none"> • City/County General + Area Plans • Bicycle, Pedestrian & Transit Plan • Community-Based Transportation Plan • ADA Transition Plan • Station Access Plan • Short-Range Transit Plan • Vision Zero/Systematic Safety Plan 	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<p>Please provide detail on Plan recommendations affecting Project area, if any, with Plan adoption date.</p> <p>If Project is inconsistent with adopted Plans, please provide explanation.</p>	

This project is directly recommended in four plans. Both the Class IV recommendation and multiple intersection improvements are recommended in Menlo Park's Vision Zero Action Plan (2024), Transportation Master Plan (2020) and the Class IV is recommended in the C/CAG San Mateo Countywide Bicycle and Pedestrian Plan (2021) and the Caltrans District 4 Bay Area Bike Plan (2018).





CHECKLIST

Topic	CS Policy Consideration	YES	NO	Required Description	Description
2. Active Transportation Network	Does the project area contain segments of the regional Active Transportation (AT) Network? See AT Network map on the MTC Complete Streets webpage .	<input checked="" type="checkbox"/>	<input type="checkbox"/>	If yes, describe how project adheres to the NACTO All Ages and Abilities design principles. See <i>All Ages and Abilities Design Guidelines</i> below.	

This project will install Class IV separated bikeways on Willow Road. Class IV facilities are the appropriate facility type based on roadway characteristics per the All Ages and Abilities Guide.

The project will also improve intersection crossings at multiple locations along the corridor, enhancing the safety of crossings and turning on the corridor for people bicycling.



CHECKLIST

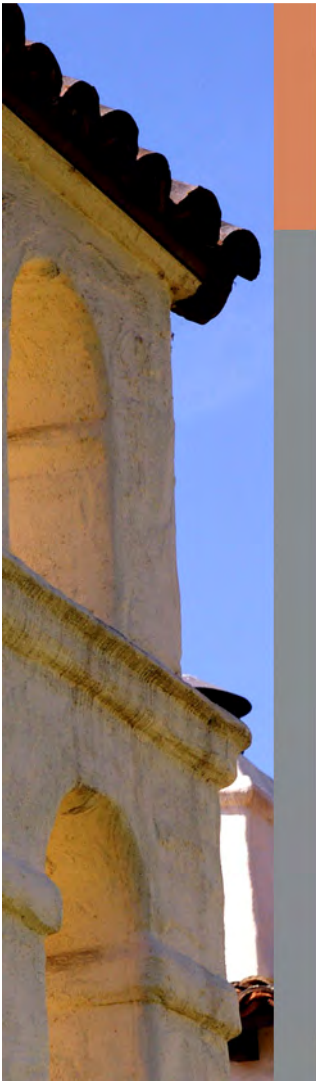
Topic	CS Policy Consideration	YES	NO	Required Description	Description
3. Safety and Comfort	A. Is the Project on a known High Injury Network (HIN) or has a local traffic safety analysis found a high incidence of bicyclist/pedestrian-involved crashes within the project area?	<input checked="" type="checkbox"/>	<input type="checkbox"/>	Please summarize the traffic safety conditions and describe Project's traffic safety measures. The Bay Area Vision Zero System may be a resource.	Willow Road is identified as a High Collision Corridor in the Menlo Park Vision Zero Action Plan (2024). The southern portion of this project is located on the San Mateo County Youth High Injury Network, developed by C/CAG and the San Mateo County Office of Education. Willow Road is an important safe routes to school corridor serving multiple schools in the area, including Belle Haven Elementary.

Figure 5: High Collision Corridors



Willow Road averages about 3 bicycle- and 3 pedestrian-involved collisions per year. Most of these collisions occurred at marked crossing locations.

This project will install Class IV separated bikeway, providing physical separation between people bicycling and driving. The project will also install new and upgrade multiple crosswalks to high-visibility crosswalks. The project will expand the pedestrian island at Ivy Drive and provide signal timing enhancements (like lead pedestrian intervals) at signalized locations.



CHECKLIST

Topic	CS Policy Consideration	YES	NO	Required Description	Description
3. Safety and Comfort	B. Does the project seek to improve bicyclist and/or pedestrian conditions? If the project includes a bikeway, was a Level of Traffic Stress (LTS), or similar user experience analyses conducted?	<input checked="" type="checkbox"/>	<input type="checkbox"/>	Describe how project seeks to provide low-stress transportation facilities or reduce a facility's LTS .	

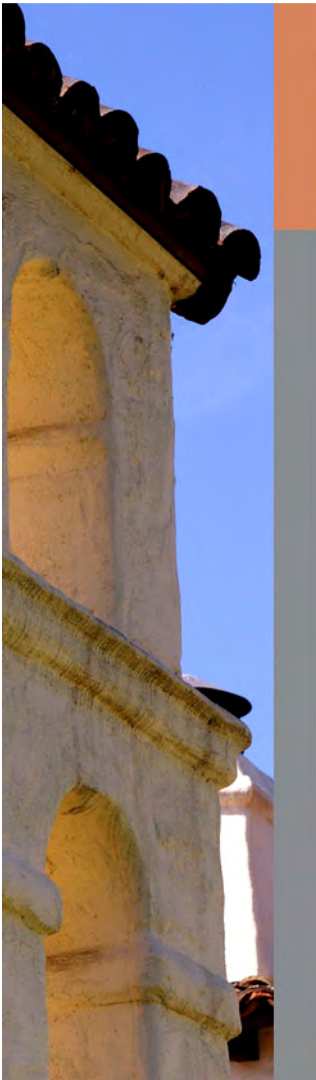
Willow Road currently has Class II bicycle lanes. As a state highway and direct connection to multiple highways, Willow Road is a high-volume and high-speed roadway; a very stressful place for someone bicycling. The project corridor was a Bicycle LTS 4 (highest) in the 2020 Transportation Master Plan and the 2021 Countywide Bicycle and Pedestrian Plan.

The project will construct separated bikeways, providing a safer and much lower-stress bicycling experience for a wider range of people. Physically separating people bicycling and driving is a critical component of the safety and comfort improvements this project is striving to create.



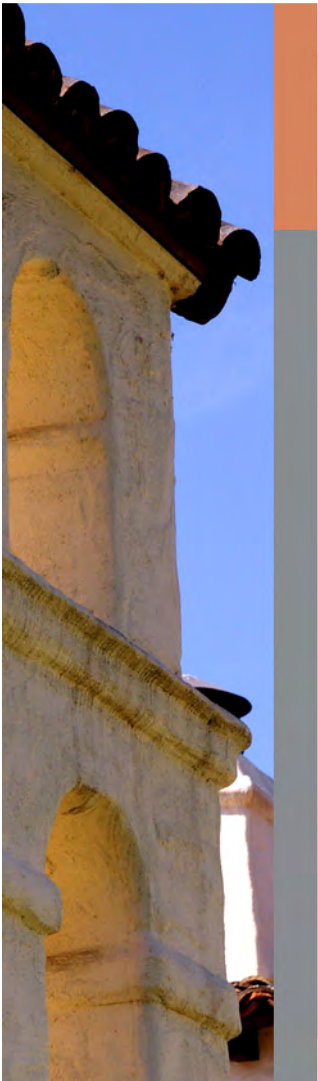
Bicycle Level of Traffic Stress

- Level 1 Strong separation from all traffic. Simple crossings and suitable for children.
- Level 2 In most cases, bicyclists have their own place to ride that keeps them from having to interact with traffic. Physical separation from higher speed and multilane traffic, crossings are easy for an adult to navigate.
- Level 3 Involves interaction with moderate speed or multilane traffic, or close proximity to higher speed traffic.
- Level 4 Involves interaction with higher speed traffic or close proximity to high speed traffic.



CHECKLIST

Topic	CS Policy Consideration	YES	NO	Required Description	Description
4. Transit Coordination	A. Are there existing public transit facilities (stop or station) in the project area?	<input checked="" type="checkbox"/>	<input type="checkbox"/>	List transit facilities (stop, station, or route) and all affected agencies.	<p>Four bus stops along the corridor: at Chester (346181), Durham (53471), Hamilton (57761) and Newbridge (55804). Bus stops are used by AC Transit for Dumbarton Express service and will not be changed by the project. (Note, AC Transit is removing one other stop as part of their Dumbarton Transit Priority project)</p> <p>This project will not impact transit operations. The City has been partnering with AC Transit and SamTrans, and coordinating on the Dumbarton Transit Priority and Dumbarton Forward projects.</p>
	B. Have all potentially affected transit agencies had the opportunity to review this project?	<input checked="" type="checkbox"/>	<input type="checkbox"/>	Please attach confirmation email from transit operator(s) to email.	



CHECKLIST

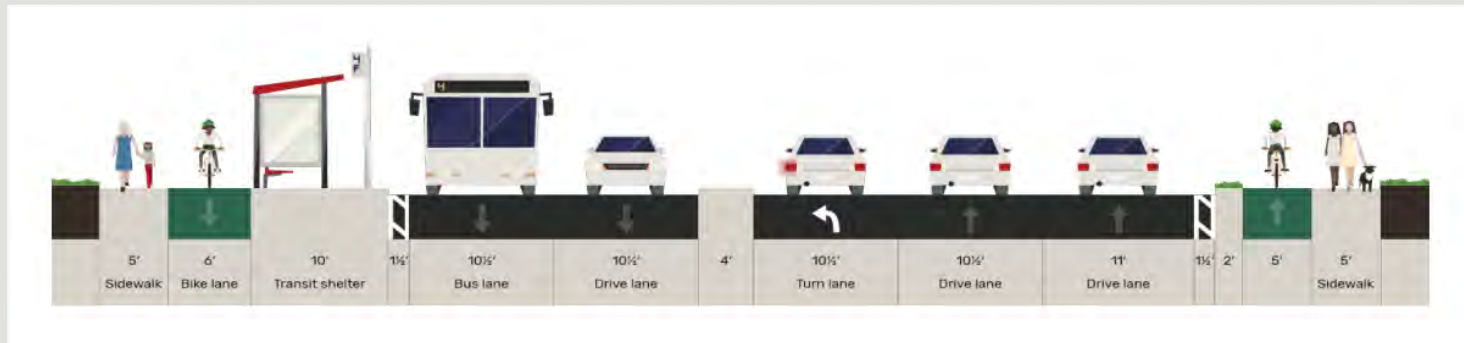
Topic	CS Policy Consideration	YES	NO	Required Description	Description
4. Transit Coordination	C. Is there a MTC Mobility Hub within the project area?	<input type="checkbox"/>	<input checked="" type="checkbox"/>	If yes, please describe outreach to mobility providers, and Project's Hub-supportive elements.	



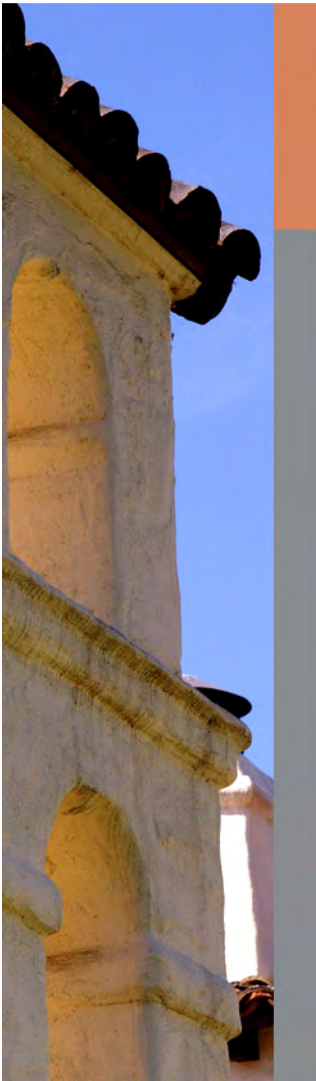
CHECKLIST

Topic	CS Policy Consideration	YES	NO	Required Description	Description
5. Design	Does the project meet professional design standards or guidelines appropriate for bicycle and/or pedestrian facilities?	<input checked="" type="checkbox"/>	<input type="checkbox"/>	Please provide Class designation for bikeways. Cite design standards used.	

The bike facility will be a Class IV separated bikeway. The design is consistent with guidelines provided in DIB-89, CA-MUTCD, and NACTO.



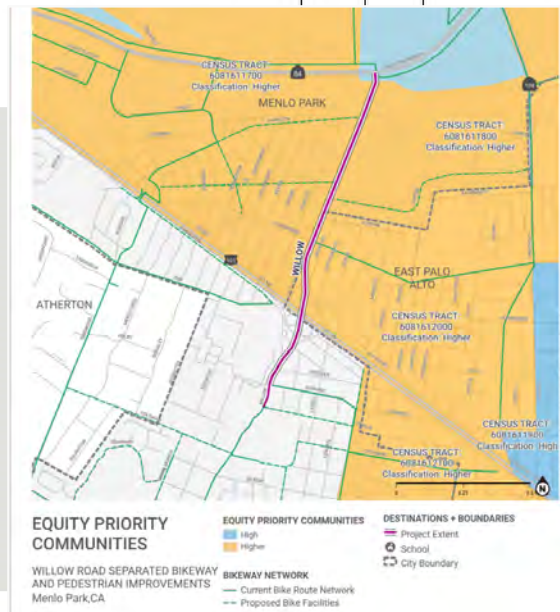
Sample Cross-section - design varies throughout the corridor

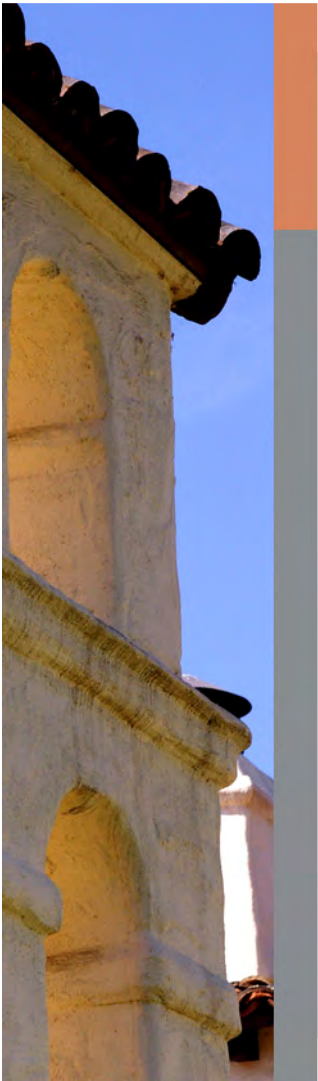


CHECKLIST

Topic	CS Policy Consideration	YES	NO	Required Description	Description
6. Equity	Will Project improve active transportation in an Equity Priority Community?	<input checked="" type="checkbox"/>	<input type="checkbox"/>	Please list EPC(s) affected.	

The corridor is bordered by three Equity Priority Communities at the "Higher" ranking. The census tracts are in both Menlo Park and East Palo Alto: 6081611700, 6081611800, 6081612000.

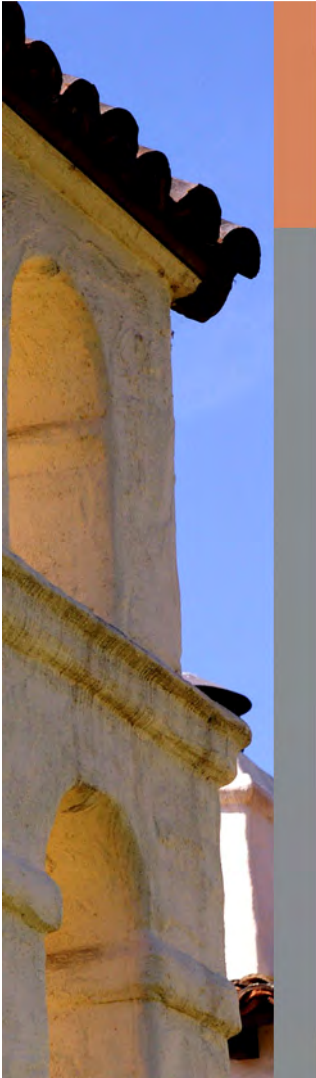




CHECKLIST

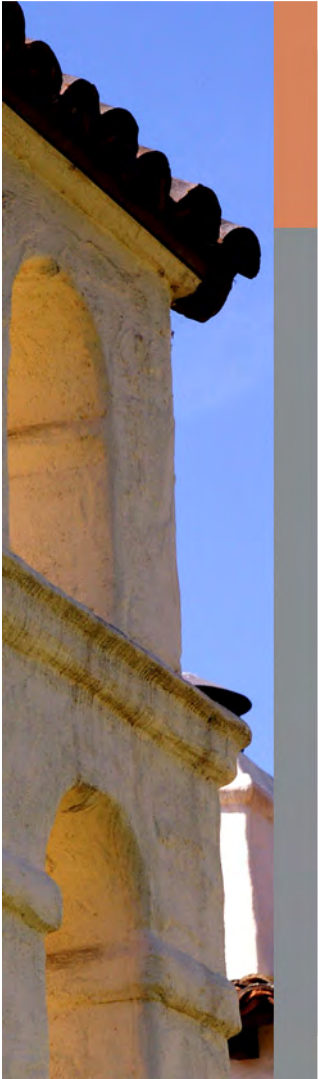
Topic	CS Policy Consideration	YES	NO	Required Description	Description
7. BPAC Review	Has a local (city or county) Bicycle and Pedestrian Advisory Commission (BPAC) reviewed this checklist (or for OBAG 3, this project)?	<input checked="" type="checkbox"/>	<input type="checkbox"/>	Please provide meeting date(s) and a summary of comments, if any.	The City Complete Streets Commission (serves as local BPAC) will review this checklist Oct 9, 2024.

Statement of Compliance	YES
The proposed Project complies with California Complete Street Act of 2008 (Gov. Code Sections 65040.2 and 65302, MTC Complete Streets Policy (Reso. 4493), and locally adopted Complete Streets resolutions (adopted as OBAG 2 (Reso. 4202) requirement, Resolution 4202.)	<input checked="" type="checkbox"/>



NEXT STEPS

- Submit for a MTC Safe Routes to Transit Bay Trail Grant (MTC SR2TBT Grant)
- Continue project design and environmental review
 - The project is currently partially funded via a grant from the San Mateo County Transportation Authority for \$3.5 million with local matching funds from Transportation Impact Fees of \$3.1 million.
- Caltrans Review
- Return to CSC for Review



REQUESTED FEEDBACK FROM COMMISSION

- Questions? Comments?





THANK YOU

Tentative Complete Streets Commission agenda			
#	Title	Item type	Commission action
1	Comprehensive shuttle study – outreach memo	Informational	No action
2	Comprehensive shuttle study – draft recommendations	Regular	Recommendation
3	Vision Zero Action Plan strategies/program implementation	Regular	Recommendation
4	SamTrans presentation – Active 101 project	Regular	Provide feedback
5	ECR/Middle Avenue intersection improvement	Regular	Recommendation
6	Middlefield Road safe streets project	Regular	Recommendation
7	Vision Zero Implementation Plan – slow street program	Regular	Recommendation

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101



Active 101

US 101 San Mateo County Crossing Improvements Plan Phase 1 (Fall 2024)

*City of Menlo Park
Complete Streets Commission
November 13, 2024*

Have You Experienced Traffic Like This on US 101?



What is 101 Corridor Connect?



- A collaborative program to identify and prioritize **congestion management** projects along US 101 in San Mateo County.
- It looks **beyond just highway infrastructure** and considers the mobility needs of the corridor as a whole.
- **Program partners** include C/CAG, Caltrans, cities, transit agencies, and San Mateo County.

Reducing Congestion



Goals of 101 Corridor Connect



Safe

Enhance safety for users of the transportation network.



Connected

Connect people to the places they need to go.



Sustainable

Improve air quality and reduce emissions.



Inclusive

Increase access for underserved communities.

Would You Walk or Bike Here?



Working Toward Improved Connections



What is Active Transportation?



Foot



Bicycle



Wheelchair



Scooter

Pedestrian & Accessible Bridge

Curb Extensions

Sidewalk

Bicycle Lanes

High-Visibility Crosswalks



Why Active Transportation?



56% of trips

**in San Mateo County
are under 3 miles**

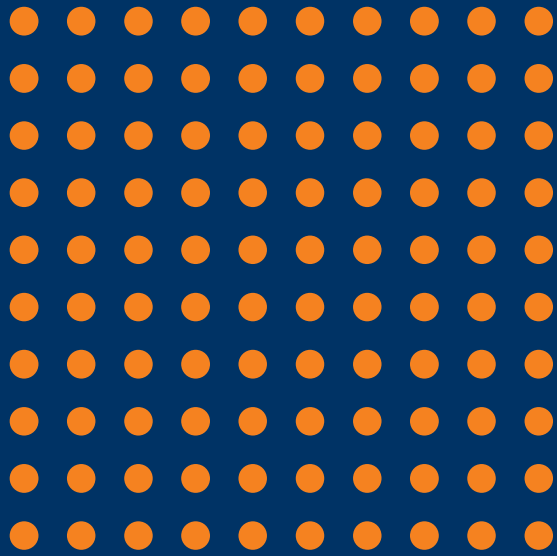
How Will Active 101 Do This?



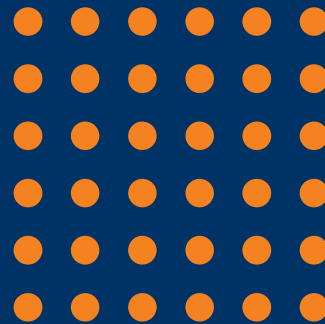
Active 101 Phase 1



How Will Active 101 Do This?



148 Projects



75 Prioritized Projects: Active 101 Phase 1



8-10 Preliminary Designs: Active 101 Phase 2

Get Involved



www.smcta.com/SMCactive101

How to Participate



The screenshot shows a web browser displaying the '101 corridor connect' website. The page features a navigation menu with 'Home', 'North County', 'Mid County', and 'South County' options, along with a language dropdown set to 'English' and a search bar. A banner image shows a person walking on a path next to a highway. Below the banner, the 'Active 101' section is highlighted. The main heading is 'US 101 San Mateo County Crossings Improvement Plan', followed by a paragraph explaining the plan's goal to improve crossings for walking, biking, and transit. A section titled 'Explore Proposed Projects' contains three cards for North County, Mid County, and South County, each with a directional icon and a list of project locations.

Active 101

US 101 San Mateo County Crossings Improvement Plan

US 101 is the busiest corridor in San Mateo County. However, the freeway itself can also act as a barrier for people walking, biking, and taking transit. The Active 101 plan aims to identify crossing and corridor improvement projects and enhance travel conditions within near US 101.

Explore Proposed Projects

North County	Mid County	South County
<p>Support the projects in north county that you would like to see advance to Phase 2!</p> <p>Brisbane, South San Francisco, San Bruno, Millbrae</p> <p>Support Projects ></p>	<p>Support the projects in mid county that you would like to see advance to Phase 2!</p> <p>Burlingame, Belmont, Hillside, Hillsborough, San Mateo, San Carlos</p> <p>Support Projects ></p>	<p>Support the projects in south county that you would like to see advance to Phase 2!</p> <p>Redwood City, North Fair Oaks, Menlo Park</p> <p>Support Projects ></p>

How Will Feedback Be Used?



Share your ideas by visiting
www.smcta.com/SMCactive101

And don't miss your chance
to win a \$250 gift card!



What Have You Heard?



- How does 101 act as a barrier in your community/for the members of your community?
- What would the ideal Active Transportation connections near 101 look like in your community?
- If you had a magic wand to fix anything for people walking, biking or rolling near 101 what would you fix?

Thank You

For any questions, please contact:

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STAFF REPORT

Complete Streets Commission

Meeting Date: 11/13/2024
Staff Report Number: 24-0011-CSC

Regular Business: Provide feedback and recommend that the City Council Accept the Comprehensive Shuttle Study Report

Recommendation

Staff requests feedback from the Complete Streets Commission and recommendation to City Council to accept the Comprehensive Shuttle Study report (Attachment A).

Policy Issues

This project is consistent with the General Plan policies CIRC-5.1, 5.2 and programs CIRC-5.A, 5.B to support local and regional transit that is efficient, frequent, convenient and safe. These policies seek to promote the use of public transit and to promote the use of alternatives to the single-occupant automobile.

Background

The City of Menlo Park shuttle program includes two community shuttles – the M1-Crosstown and Shoppers’ shuttles – and two commuter shuttles, the M3-Marsh Road and M4-Willow Road shuttles. While the names and routes have changed over the years, these shuttles have provided free service to residents, commuters, and visitors for many years. The M3-Marsh and M4-Willow shuttles began operating in 1989 to connect Caltrain with business parks east of US Highway 101. The M1-Crosstown shuttle (and its precursor the Midday shuttle) began connecting Belle Haven and downtown in 1998, while the Shoppers’ shuttle began offering door-to-door service in 2001.

Over the last few years, ridership on shuttles has declined due to several factors, including changing demographics and travel patterns, the rise of technology companies offering private shuttles, increased use of rideshare services, and especially the COVID-19 pandemic and new work-from-home policies.

This study was initiated based on these factors, and the need to evaluate the City’s shuttle program to best serve riders along with being cost-efficient. In addition, recently approved residential developments in the Bayfront area will create new transit demand. The COVID-19 pandemic demonstrated two challenges for transit usage. First, it underscored the critical need for shuttles and transit for anyone who must travel for work, or for essential tasks such as grocery shopping and medical appointments. Conversely, many workers are now able to work from home, reducing ridership on the commuter shuttles and other transit systems. The comprehensive shuttle study will help by analyzing and considering alternative service routes and schedules, while aiming to reduce reliance on single-occupant automobile.

The City successfully applied and was awarded a grant from the California Department of Transportation’s

(Caltrans) Sustainable Transportation Planning Grant Program that offers funding for transportation plans and studies that support objectives such as sustainability, accessibility, safety, economy, health and social equity. The City's shuttle program delivers on these objectives for both residents and visitors, enabling accessibility, independence and quality of life. Following the successful award in spring 2022, the City entered into a Restricted Grant Agreement (RGA) with Caltrans, which was executed in November 2022.

The agreement allowed the City to release a request for proposals (RFP) from prospective consultants to conduct the comprehensive shuttle study. Five proposals were received, with the recommendation to proceed with Nelson\Nygaard Consulting Associates based on their qualifications, scope, and budget. An agreement was authorized by City Council at their March 14, 2023 meeting.

City staff and the consultant team kicked off the Project in April 2023. The Project included a review of existing conditions, developing service scenarios and recommendations, identifying potential funding opportunities, and development of a final report. The Project also included substantial community and stakeholder outreach, including a Technical Advisory Committee (TAC).

The TAC included staff representatives from Samtrans, Caltrain, Commute.org, San Mateo County Transportation Authority, representatives from the business community, and from a community based organization serving the Belle Haven neighborhood. In addition, the study included two co-creation sessions where members representing senior communities and the disabled community were also invited.

Phase 1 of outreach was launched in September 2023 to solicit feedback from residents and riders about the current system and desired changes, whether they were regular riders or not. A project webpage was created (Attachment B) to inform the public of surveys, events, and other project information. This outreach phase included two pop-up events at the downtown farmers market and Belle Haven School, onboard shuttle surveys, a virtual meeting and a co-creation session with selected stakeholders to guide future service recommendations. The survey yielded 184 responses, with 153 in English and 31 in Spanish. 23 of the 184 were received from Belle Haven, which is a key shuttle demographic as it is identified by the Metropolitan Transportation Commission (MTC) as an Equity Priority Community. This designation also allows the M1-Crosstown shuttle, which serves Belle Haven, to qualify for MTC Lifeline grant funding.

The findings from Phase 1 outreach and consultant research yielded information to guide recommendations for different service scenarios to consider. Two scenarios were created, with elements such as traditional fixed-route service for commuters, fixed-route service for community destinations, and on-demand models for community destinations. These on-demand models include new elements, such as introducing fares, rides hailed via smartphone or phone calls, and the use of Transportation Network Companies (TNC) such as Uber and Lyft.

With these new concepts and the potential for various sensitivities and comfort levels, Phase 2 outreach was more robust to ensure that the public fully understood these scenarios and could adequately share feedback. It was also communicated to the public that a new hybrid scenario of both Scenario A or Scenario B, based on what elements they preferred the most, can also be created for the final recommendations. Staff and consultant also communicated to the public that they share as much feedback as possible, given that final recommendations could be rated by tiers based on available budget. This was most commonly heard in regards to fares, where price sensitivity was an issue despite them preferring the on-demand model. It was communicated that fares could be reduced or eliminated depending on available budget, but that it was not a guarantee.

Two service scenarios were developed to present varying approaches to providing service: one, service offering more coverage throughout the city, and two, service that maximizes ridership by focusing on higher demand locations. Phase 2 of the outreach was launched in January 2024 and lasted through March 2024. Outreach included nine pop-up events, a recording presenting the two service scenarios and a paper/online survey. The survey yielded 164 responses, with 148 in English and 16 in Spanish. There were more pop-up events this round to ensure more responses from low-income and/or senior housing facilities. The additional efforts yielded a greater proportion of survey respondents from Belle Haven, with 35 of the 164 surveys. Responses from the senior community and Belle Haven were important to understanding how transit-dependent communities or those with lower-income would respond to the service changes, and how price sensitivity for some of these services would factor into final recommendations.

Analysis

Based on input from the first two rounds of outreach, future land uses and travel trends, a preferred service plan was developed. This preferred service plan was based on existing funding levels. Two other plans were developed to address a reduced funding scenario (i.e. reduced service plan) and a future scenario (i.e. future service plan) where funding is increased.

The service plans were developed using the following six considerations:

- Focus on bi-directional service
- Minimize non-productive route segments
- Streamline service and reduce duplication
- Provide new transportation options
- Modify service to serve Belle Haven more effectively
- Improve frequency and span of service

The preferred service plan (Attachment C) focuses on locations that have higher ridership, combining the commuter shuttles to provide more frequent headways and creating two Midday shuttles to replace the one Crosstown shuttle which would increase frequency and shorten the routes. Table 1 compares the Preferred Service Plan to existing service.

Shuttle	Existing service	Preferred service plan	Key changes
Commuter	Marsh and Willow Shuttles with 60 minute headways in the commute peak periods, with one-directional service	One route with 30 minute headways and bi-directional service	Combined route that allows for stops on the return trips but longer routes for riders destined for the business areas along Marsh Road
Community	Crosstown with 90 minute headways, all day service	Midday East Midday West	Two shuttle routes with a transfer at Caltrain and 60 minute headways
Community Door to Door	Shopper’s Shuttle operates on four days ¹ a week in the morning	Transportation Network Companies (TNC) such as Uber, Lyft	Operates more days and hours but includes a fare. Vehicles are not wheelchair accessible
¹ Shoppers’ Shuttle operates on Tuesday, Wednesday, Saturday and Sunday			

The future service plan (Attachment D) would change the routes proposed in the preferred service plan to

provide service to new developments in the Bayfront area along Constitution, Jefferson, and Independence Drives and Willow Village. This plan could be implemented when additional funding is available.

The reduced service plan (Attachment E) identifies changes to the preferred service plan to address reductions in funding or cost increases for shuttle operation. The reduced service plan has 45-minute headways for the commuter shuttles and reduced service to Stanford Shopping Center and Stanford Medical Center.

Phase 3 of the outreach was conducted in September and October. It included a TAC meeting, co-creation session and a virtual public meeting. A recording of the virtual public meeting and a feedback form was also posted to the project's webpage. Most of the feedback heard during Phase 3 was supportive of the changes recommended in the preferred service plan, but several comments expressed concerns about the longer routes for Marsh Road riders and the lack of accessible vehicles for the TNC service.

The consultant team prepared a draft summary report for the Comprehensive Shuttle Study (Attachment A). Appendices to the report are available for review on the project webpage. The report also includes research about other funding opportunities and how other jurisdictions fund their shuttle programs. The City currently funds the shuttle program through a combination of grants, developer fees and city funds. Table 2 summarizes the funding sources for each shuttle.

Table 2: Shuttle Funding Sources		
Shuttle route	Funding Sources	FY 2024-25
Crosstown	60% C/CAG Grant 40% MTC Lifeline Grant	\$441,200
Marsh Road	75% C/CAG Grant 25% City Funds (Measure A and Developer Fees)	\$191,900
Willow Road	75% SMCTA Grant 25% City Funds (Measure A and Developer Fees)	\$172,800
Shoppers'	50% MTC Lifeline Grant 50% City Funds	\$95,900
Total		\$901,800
Note: C/CAG = City/County Association of Governments of San Mateo County SMCTA = San Mateo County Transportation Authority		

Some potential options for funding sources for the shuttle program that are used by other agencies include expanding development fees, creating a business improvement district, or establishing a transportation management association (TMA) that would help support and operate the shuttles. Additional study would be required to consider any of these options.

The report also included other recommendations to improve the shuttle program including:

- Partnerships with community organizations to establishing a mobility management program to connect residents with transportation resources
- Improved marketing to increase program awareness, engagement and visibility

- Partnerships with the business community to create a dedicated mobility/commute manager for the Bayfront area to support transportation demand management measures and other trip reduction programs
- Working with the business community to improve transit waiting areas along their frontage

Next steps

Staff is requesting feedback from the Complete Streets Commission and the public and a recommendation that the City Council accept the final report. Staff will incorporate any feedback into the final report for presentation to City Council, tentatively scheduled for December.

Impact on City Resources

The total budget for this project is \$179,000, with \$153,000 in grant funding from Caltrans and \$26,000 as the local City match drawn from Measure A funds. The agreement with Nelson\Nygaard Consulting Associates is for \$154,276. The remaining \$24,724 will cover City staff time for project administration and participation in project activities.

Environmental Review

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

Public Notice

Public notification was achieved by posting the agenda, with the agenda items being listed, at least 72 hours prior to the meeting.

Attachments

- A. Draft summary report
- B. Hyperlink to shuttle study project website – menlopark.gov/shuttlestudy
- C. Preferred service plan
- D. Future service plan
- E. Reduced service plan

Report prepared by:
Kristiann Choy, Senior Transportation Engineer

Report reviewed by:
Kevin Chen, Senior Transportation Engineer

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Menlo Park - Comprehensive Shuttle Study

DRAFT REPORT - November 07, 2024



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SUMMARY REPORT

Introduction

This report summarizes the evaluation process and its key findings for the Menlo Park Comprehensive Shuttle Evaluation. Detailed research is included in the Appendices.

The City of Menlo Park has provided free shuttles between Caltrain and the Marsh Road and Willow Road business parks since 1989. The Marsh and Willow Shuttles provide a "last-mile" connection to encourage commuters to take transit instead of driving and complement transit services in San Mateo County provided by SamTrans, Caltrain, and the Dumbarton Express. In the late 1990's, the City began offering free community shuttles including the Crosstown Shuttle, a scheduled service with a set timetable and route, and the Shoppers' Shuttle, a door-to-door service providing access around Menlo Park and selected parts of Palo Alto, and Redwood City. All shuttle vehicles have bicycle racks and are wheelchair-accessible to promote mobility for all.

Challenges to the shuttle system in recent years include more private companies providing shuttles for employees, greater use of transportation network companies (e.g. Uber, Lyft), changing travel patterns in general, the COVID-19 pandemic, and work-from-home policies.

The goal of this comprehensive shuttle study is to serve existing and future riders' needs, while identifying options to deliver transportation services more efficiently. The shuttle study proposes service improvements based on residents and commuters use of the shuttles, and future changes including new residential development in the Bayfront area (these new developments are subject to parking maximums and are required to reduce trips by single-occupancy vehicles by 20 percent). Recommendations for improving the shuttle system include modifying current routes and schedules, improving frequencies, and providing on-demand options to provide greater service coverage and flexibility.

Project Overview, Goals, and Objectives

The Menlo Park Shuttle Program provides access to community and commuter destinations, door-to-door services, and vital transit connections throughout the City. To align with changing travel needs and to respond to growth in the Bayfront and other areas, the City seeks to enhance this shuttle system as an alternative to driving, reduce operating costs, and support vulnerable populations, including older adults, low-income residents, and non-English speakers.

The key goals of the project were to:

- Efficiently connect the community to transit, jobs, shopping, and other destinations

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- Ensure shuttle service complements other San Mateo County transit services to help create a holistic regional transportation network
- Find cost savings while continuing to provide high-quality shuttle service
- Provide an attractive transit alternative to driving

In achieving these goals, the study also sought to:

- Analyze riders' travel patterns and needs that were impacted by COVID-19
- Identify innovative solutions, such as microtransit or ride-hailing partnerships, that may be feasible in the complex fiscal environment where reduced funding and increasing costs have impacted other shuttle programs in the region
- Provide recommendations that reflect the changes to the built environment and travel patterns that have occurred in Menlo Park, that can benefit large and small businesses, people with disabilities, older adults, low-income residents, and commuters

Study Process and Timeline

The comprehensive study, conducted from March 2023 to November 2024, considered five key components:

1. Existing Transportation Ecosystem
2. Community Engagement
3. Assessment of Shuttle Service Improvement
4. Shuttle Fee Assessment
5. Funding Opportunities and Partnerships

The project incorporated three distinct phases of community engagement to gather public and stakeholder input, which helped prepare and guide the shuttle system recommendation. Figure 1 illustrates how these components were executed alongside the parallel rounds of engagement.

Figure 1: Study Process and Timeline Overview

2023				2024			
Spring	Summer	Fall	Winter	Spring	Summer	Fall	Winter
1. Existing Transportation Ecosystem		2. Assessment of Shuttle Service Improvement		3. Shuttle Fee Assessment		4. Funding Opportunities & Partnership	5. Board Review
				Recommendation Updates			
Engagement Phase 1		Engagement Phase 2		Engagement Phase 3			

Existing Transportation Ecosystem

Transit Services

The City of Menlo Park is served by multiple public transportation providers, offering both local and regional options. The key transit services connecting residents and visitors to nearby cities and essential amenities include:

Caltrain – Caltrain offers vital rail connections from Menlo Park to San Francisco, the Peninsula, San Jose, and Gilroy. With hourly service at the Menlo Park station¹, it provides efficient links to regional destinations and city centers.

SamTrans – SamTrans operates a regional bus network across San Mateo County, extending into Santa Clara County and San Francisco. Menlo Park benefits from multiple routes, providing connections to nearby cities like Redwood City and Palo Alto.

Dumbarton Express – Operated by AC Transit, the Dumbarton Express links Menlo Park with Union City BART and Stanford University. This express route is crucial for commuters, bridging the gap to Newark, Fremont, and the BART system.

Marguerite Shuttle – Stanford University’s Marguerite Shuttle provides free transport around Palo Alto, connecting indirectly to Menlo Park via other transit options.

SamTrans Redi-Wheels – Redi-Wheels offers paratransit services for individuals with disabilities, covering San Mateo County and Pacifica from 5:30 am to midnight daily.

Peninsula Volunteers – Providing subsidized Lyft rides for medical appointments, this service operates Monday through Friday, with flexible scheduling options.

Commute.org and 511.org – These resources offer trip planning and commuter assistance. Commute.org runs free commuter shuttles to major transit hubs, while 511.org provides comprehensive Bay Area transportation information.

City Shuttles – Menlo Park offers free commuters and community shuttles including M1 – Crosstown Shuttle, Shoppers’ Shuttle, M3 – Marsh Road Shuttle, and M4 – Willow Road Shuttle.

Demographic and Employment Analysis

This analysis assessed transit needs and ridership potential in Menlo Park by examining demographic factors, employment/activity hubs, and other key factors to identify areas

¹ Since the start of the study, Caltrain electrification has increased service to the station.

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where transit investment could be most impactful. Table 1 presents a demographic snapshot of Menlo Park, providing insights into population composition and commuting patterns.

Table 1: Demographic Snapshot of Menlo Park

Population	People of Color	Age Composition	People with Disabilities	Work – Mode Choice
Menlo Park has a total population of 33,677 residents, with a population density of 3,019 people per square mile	Individuals identifying as people of color make up 38% of the population	24% under 18, 37% aged 19–44, 19% aged 45–60, 20% above 60.	About 7% of residents have a disability	54% drive alone 23% work from home 10% walk/bike 5% use transit.

Using data from the American Community Survey (ACS), Metropolitan Transportation Commission (MTC) Plan Bay Area 2040 projections, and local open data, this study mapped demographic indicators at the block group level to assess community needs across Menlo Park. This analysis identified neighborhoods with concentrated populations who are likely to depend on public transit.

Propensity analysis combines the weighted densities of various demographic indicators, including the proportion of older adults, households with limited or no vehicle access, people of color, those living below 200% of the poverty line, and individuals with disabilities. These factors are known to increase reliance on public transportation. The analysis assigns higher weights to indicators such as zero-vehicle households, poverty, and people of color, as these are strongly correlated with increased transit needs.

- The finding highlights specific neighborhoods like Belle Haven, Vintage Oaks, Downtown Menlo Park, and the area east of The Willows as high-need areas for public transportation.
- Notably, Belle Haven neighborhood is designated as an "Equity Priority Community" by MTC and an "Equity Priority Area" by SamTrans, underscoring the critical transportation needs.

Employment density, another key indicator of transit demand, is projected to increase significantly in Menlo Park, with jobs expected to grow by 50% from 17,417 in 2021 to 26,205 by 2040. Downtown Menlo Park currently has the highest employment density, a trend anticipated to continue due to its proximity to the Caltrain station. The eastern part of Menlo Park is expected to see increased employment density by 2040, while parts of West Menlo are projected to remain stable.

Composite density is a combination of population density and employment density, which can determine public transit demand. Figure 2 combines these factors into the composite density score, weighed to reflect both resident and commuter needs, identifying high-

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demand transit areas such as Downtown, Central Menlo Park, Unifield Oaks, Bayfront, and a part of Sharon Heights.

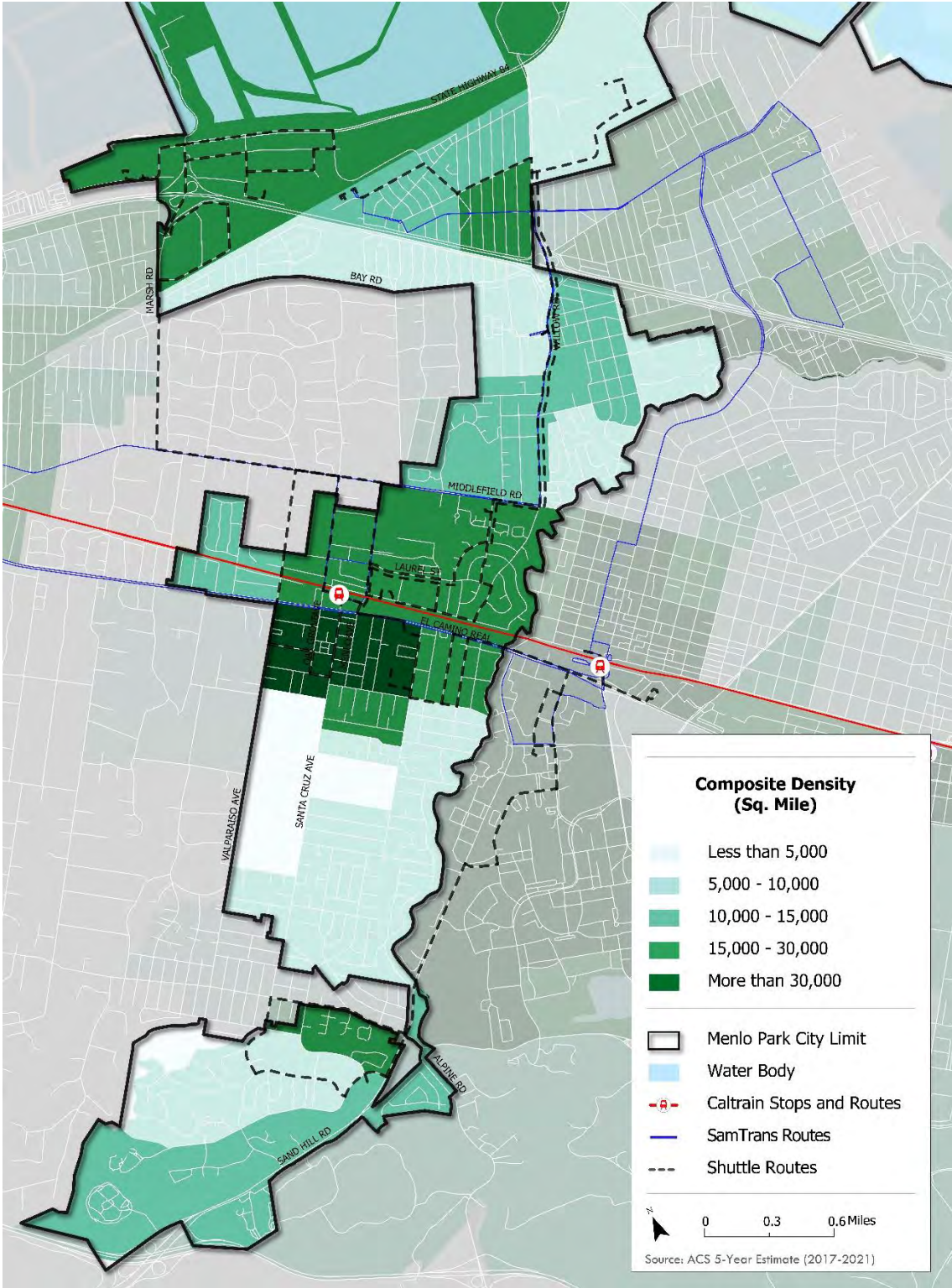
This score is calculated by adding the adjusted population density to twice the employment density. This weighting reflects the needs of both workers at job sites and potential customers visiting those locations. While the Menlo Park Shuttle serves all these areas, determining the quality of service and operational efficiency would provide further insights into actual ridership patterns and how well the existing service meets the high demand.

Activity centers are key locations in Menlo Park that are likely to generate high demand for public transportation. Figure 3 highlights these including educational institutions, senior services, community centers, the medical campus, shopping areas, and major employers. By mapping these points of interest (POIs), the map helps us understand where these destinations are situated in relation to each other and residential areas, and how people might travel to and from these destinations, including potential public transit routes.

The distribution of activity centers varies across Menlo Park, with a lower concentration in Central Menlo Park compared to other areas. This diversity in activity center types and locations suggests they cater to a wide range of people across different age groups and demographics.

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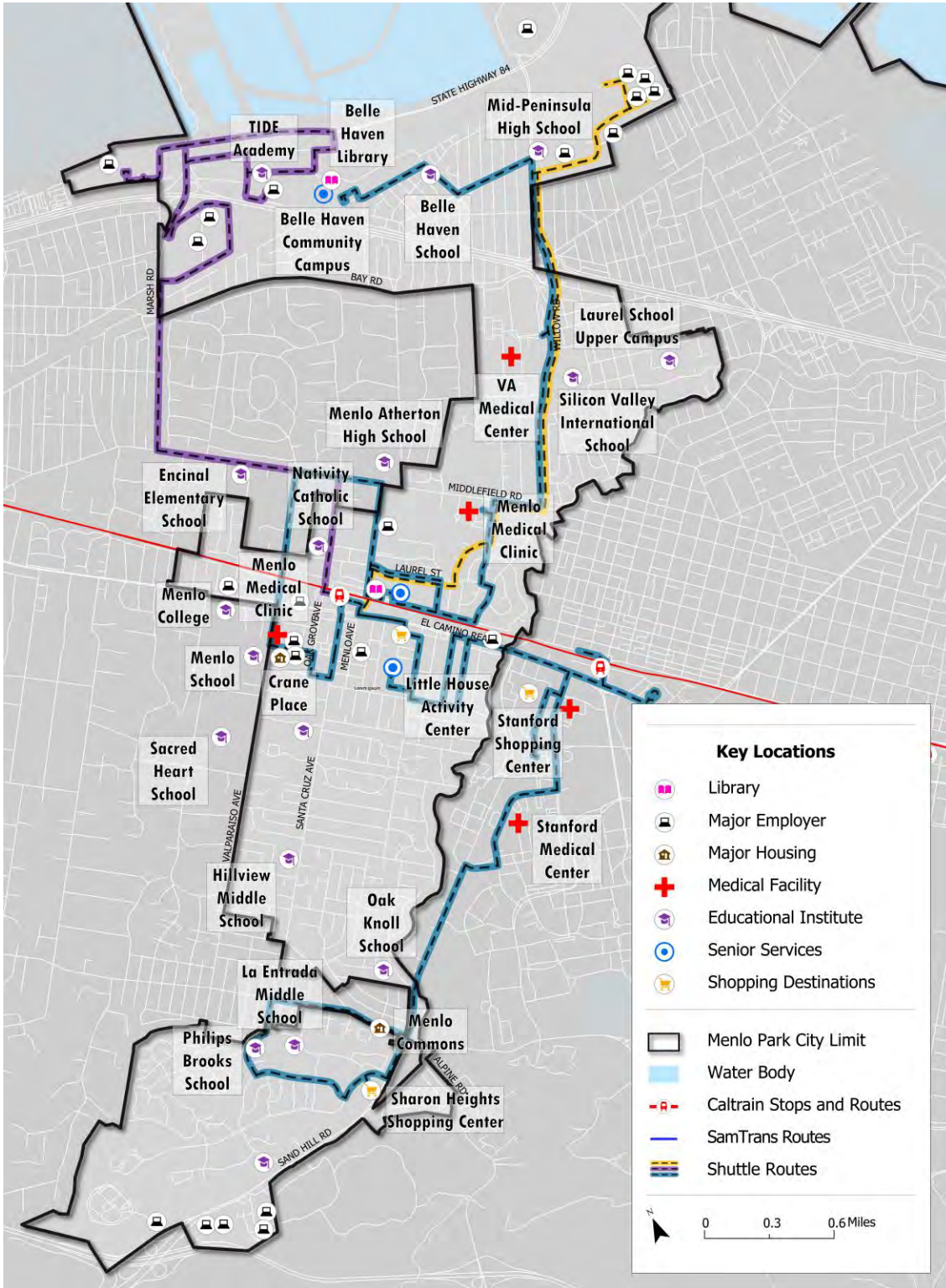
Figure 2: Composite Density Map of Menlo Park



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Figure 3: Activity Centers and Shuttle Routes in Menlo Park



Travel Demand Analysis

Travel flow and origin-destination analysis in urban settings provide valuable insights into commuter behavior, highlighting the direction and volume of trips, especially during peak hours. The travel demand analysis was conducted within Menlo Park and a 500-meter buffer from city limits. The 2019 travel flow map (Figure 4) shows:

- High concentration of trips in the northern and northeastern sections, especially around the Bayfront area and Belle Haven, where there is significant travel during peak hours due to nearby business districts.
- Central Menlo Park, notably near Middlefield Road and Laurel Street, also experiences moderate travel activity, reflecting strong intra-city travel.
- Southern parts of the city, including Sand Hill Road and Santa Cruz Avenue, see fewer trips, aligning with residential and less transient travel patterns.

By 2031, projected travel density indicates growth in the Bayfront and Belle Haven with increased flows in central areas, while southern Menlo Park remains steady with lower trip volumes as shown in Figure 5. These trends suggest that development in northern and central Menlo Park and the presence of key employees may continue to shape travel demand in these areas.

Analyzing travel flow within a 500-meter buffer around Menlo Park provides insights into movement patterns with adjacent cities. In 2019, the highest trip counts were observed in East Palo Alto, followed by flows near Stanford Hospital and to downtown Menlo Park as presented in Figure 6.

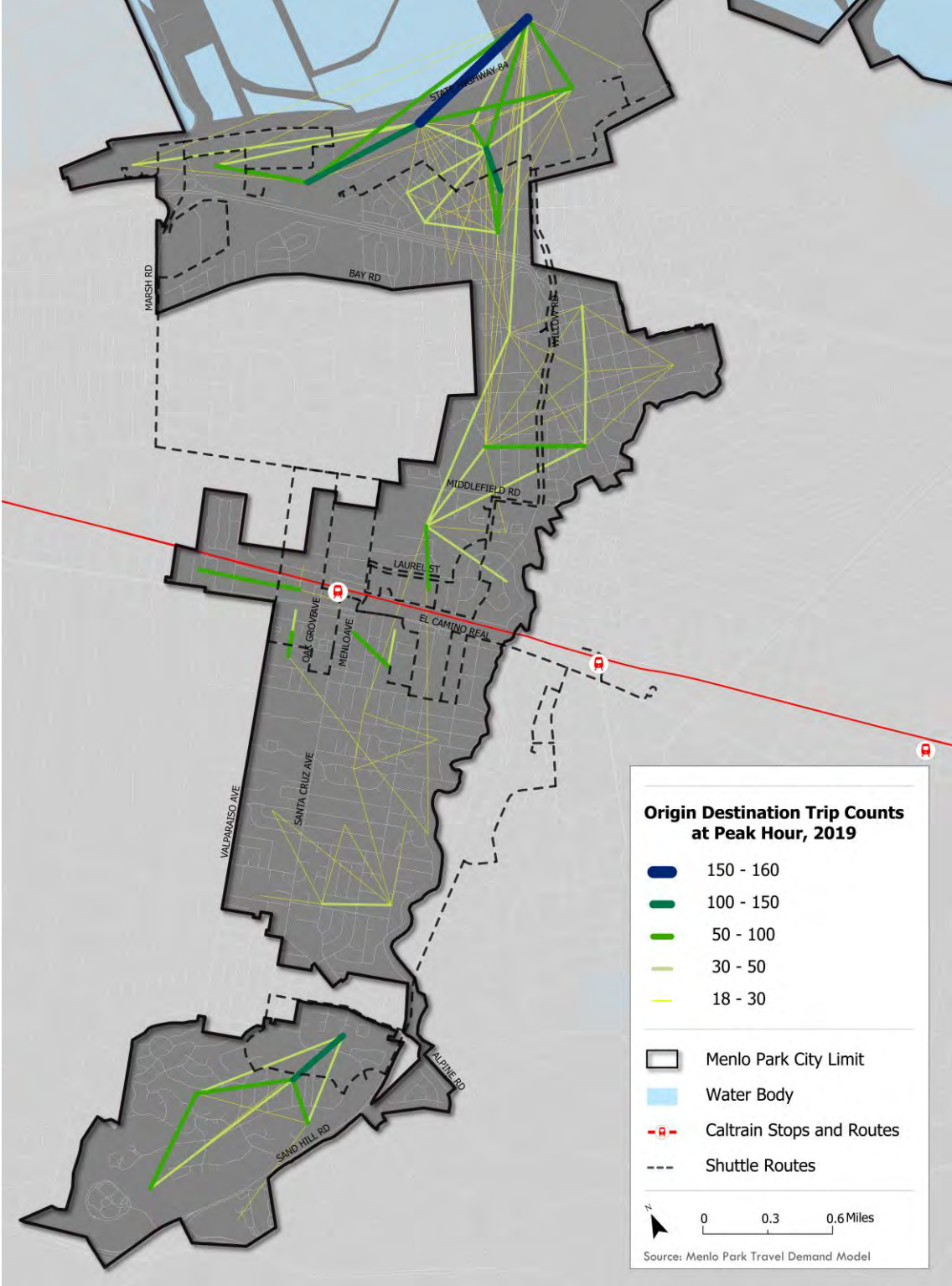
LEHD Analysis: Employment Patterns and Commuting Distances

The Longitudinal Employer-Household Dynamics (LEHD) data from 2021 examines the interplay between employers and employees commuting to and from Menlo Park. Of the city's 14,980 residents, 13% work within Menlo Park, with notable numbers traveling to nearby tech hubs like Palo Alto and Stanford. San Francisco and San Jose, despite being over 30 miles away, attract a substantial share of Menlo Park's workforce. **Approximately 53% of Menlo Park residents commute less than 10 miles, while 26% commute between 10 and 24 miles, underscoring a preference for shorter commutes that may inform shuttle routes and transit planning.**

Worker Inflows and Outflows: Menlo Park's commuting patterns reveal that 97% of the city's workforce commutes from other cities, while 87% of residents travel outside of Menlo Park for work. This high proportion of both inbound and outbound commuters emphasizes the need for strategic transportation planning to manage peak-hour flows effectively.

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Figure 4: 2019 Origin Destination Trip Counts at Peak Hour



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Figure 5: 2031 Origin Destination Trip Counts at Peak Hour

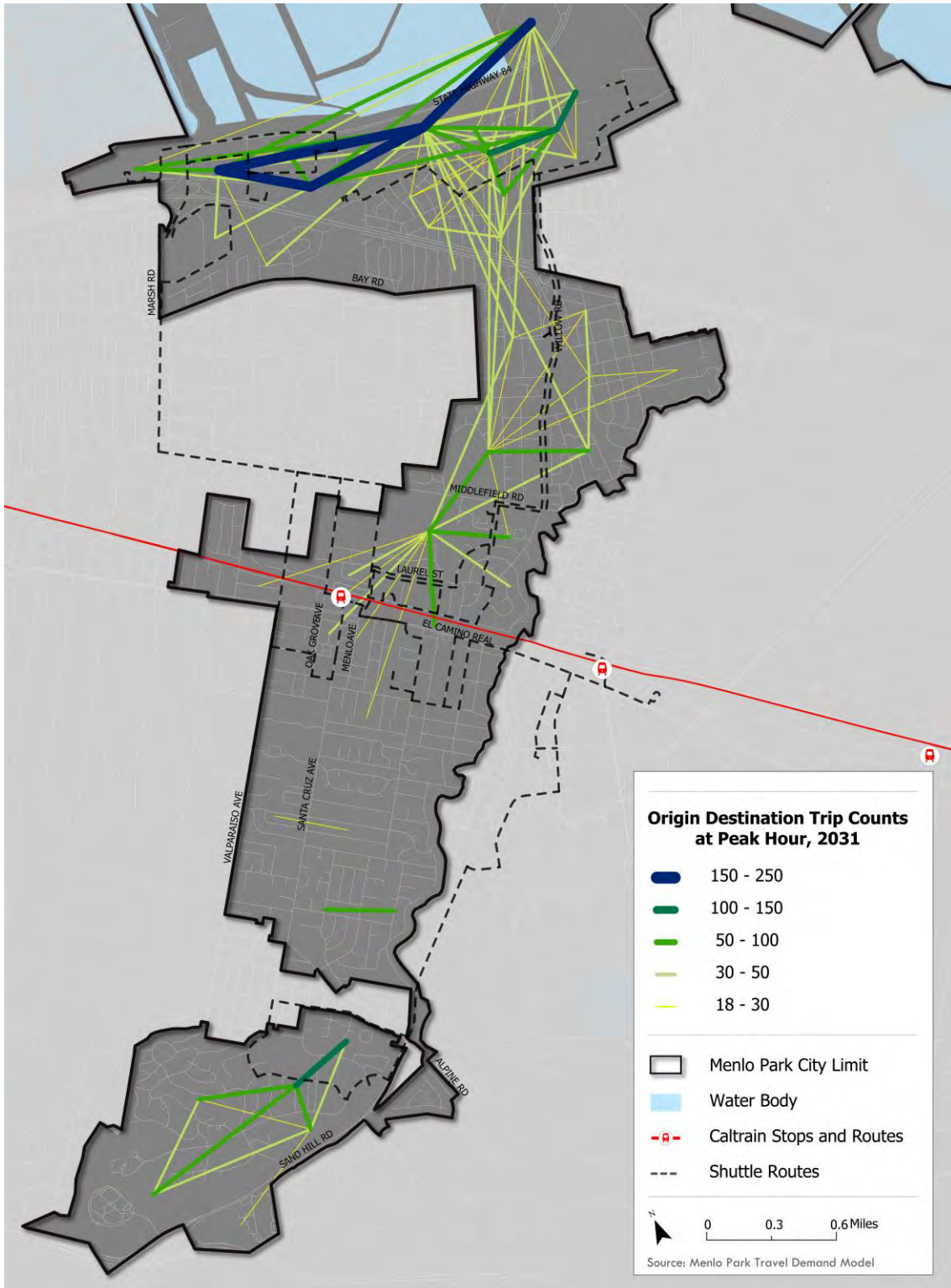
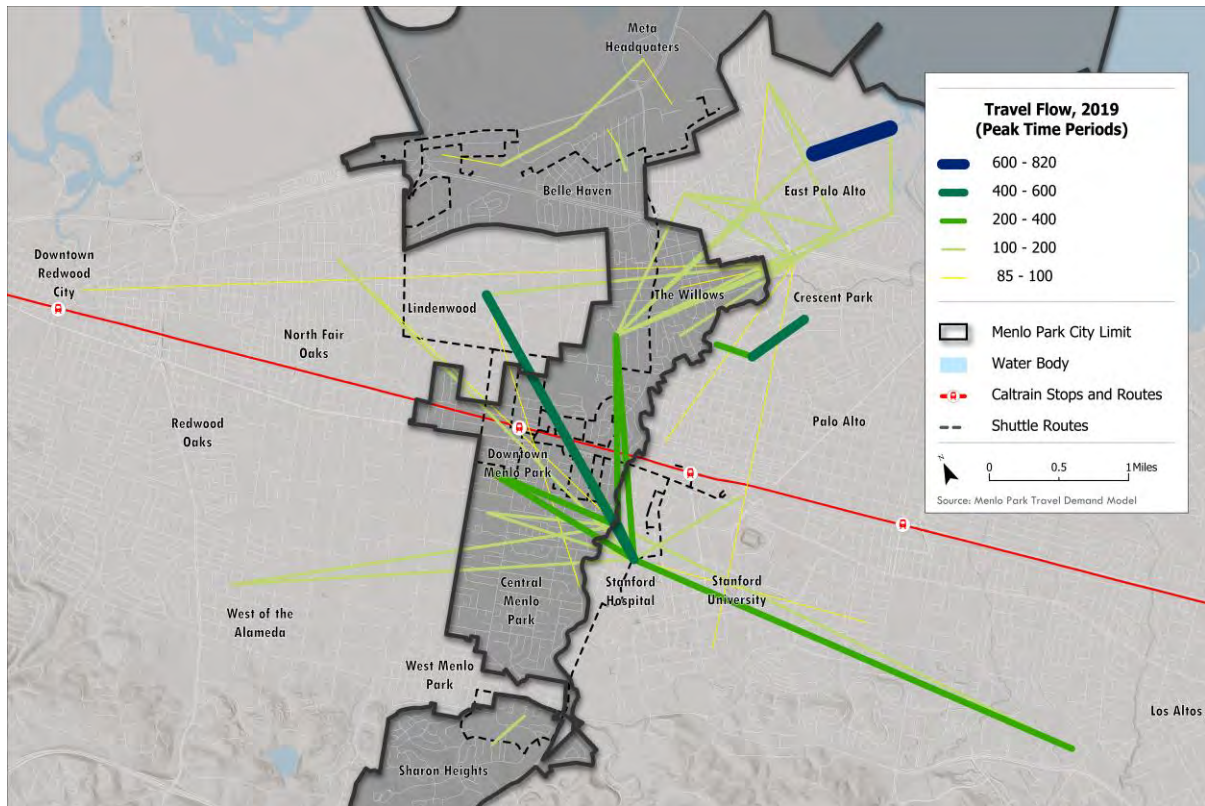


Figure 6: 2019 Travel Flow with 500-meter buffer to city limits



Analysis of Community and Commuter Shuttle Service

This analysis was intended to develop a comprehensive understanding of Menlo Park’s shuttle services and better understand how the service integrates with other public and private service providers in the city. As a starting point, the evaluation analyzed a wide range of characteristics at the system level, including:

- Historical ridership trends
- Service availability (days, span, headways)
- Regional connectivity
- Service hours
- Peak vehicles
- Service change and implementation history
- Detailed profiles of each route

Analysis Summary

Since 2012, the City of Menlo Park has provided a free shuttle service, as a convenient mode of transportation for everyone. This service connects Menlo Park residents, visitors, and commuters to their respective destinations. The community shuttles cater to local destinations such as senior facilities, downtown retail, and the library, while the commuter shuttles efficiently transport commuters to the Marsh Road and Willow Road business parks from the Caltrain station during peak commute hours.

Apart from the Shoppers' Shuttle, all shuttles operate Monday through Friday. All shuttles are wheelchair-accessible and can accommodate up to two bicycles.

Figure 7: 2024 Existing Shuttle System Map on Website



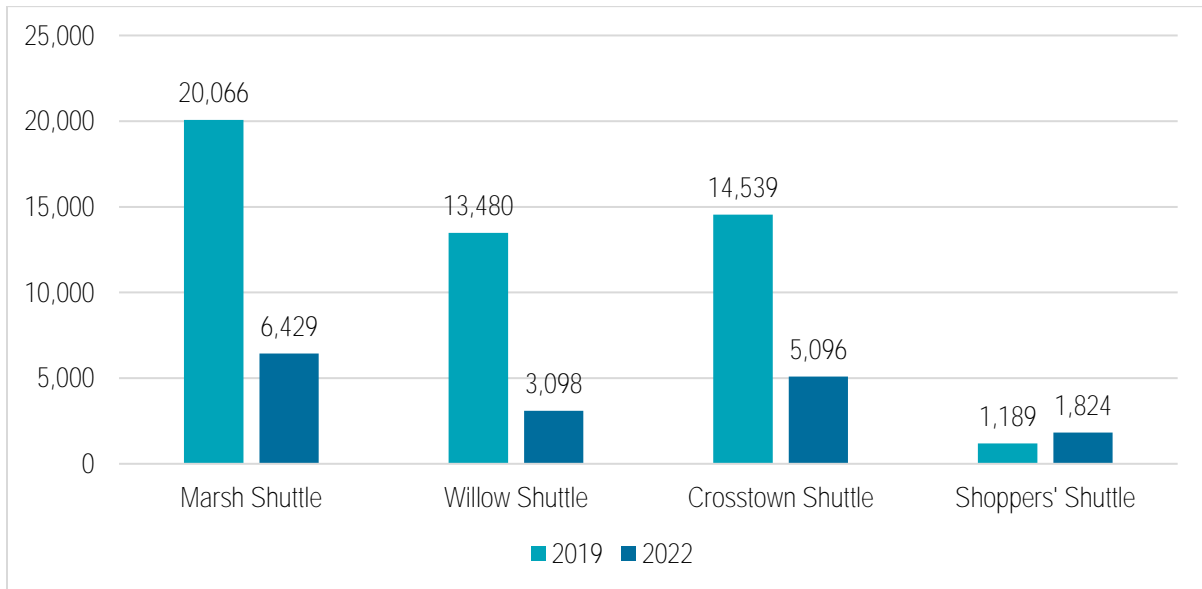
Of the four shuttles, two focus on commuters, and two focus on serving residents within the community. Commuter routes M3 Marsh Road and M4 Willow Road shuttles are focused on connecting regional connections like Caltrain to the job centers located in the Bayfront area east of Downtown Menlo Park, between U.S. Route 101 and San Francisco Bay. The community routes are the fixed-route M1 Crosstown shuttle and the dial-a-ride Shopper's shuttle. In 2022, the shuttles provided 16,447 trips, down 67% from 2019 and 80% from the system's peak in 2013.

All shuttles are operated under contract with SamTrans/Caltrain, Commute.org, and the City of Menlo Park by MV Transportation. The shuttles are housed in Burlingame, CA, approximately 17 miles north of Menlo Park.

The decline in shuttle usage was caused by many factors, including:

- COVID-19 pandemic
- Increase in work from home
- Increased use of private company shuttles
- Changing travel patterns

Figure 8: System Ridership in 2019 and 2022



Overall, in 2022, the service regained 33% of its pre-pandemic ridership and Figure 8 presents the change in ridership by shuttle between 2019 and 2022. Ridership decreased 72% on commute routes when the routes were impacted by changes in commute patterns. The Crosstown shuttle decreased by 65%, while the Shoppers shuttle increased 53%. It is worth noting that service changes (including service cuts, reductions in frequency, and elimination of service) to the Shuttles and regional transit providers like Caltrain and SamTrans have also impacted ridership.

In addition to changes in commuter behavior, the shuttle program has struggled to scale with the increase in office and residential development in the Bayfront area between 2015 and 2019. The shuttle is currently not well positioned to capture users from the future development planned in the Bayfront area.

Community Engagement

A robust community engagement was conducted throughout the project to gather input on existing conditions and needs, service scenarios, and final recommendations. Table 2 outlines the events and meetings held in each of the three phases along with the engagement and marketing approaches undertaken.

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Table 2: Event, Meeting, and Survey Schedule by Engagement Phase and Method

Phase 1: Existing Conditions	Phase 2: Scenario Survey	Phase 3: Recommendation
Technical Advisory Meeting #1 (Virtual) Monday, July 24, 2023	Pop-up Event #1 Downtown Farmers Market Sunday, January 28, 2024	Technical Advisory Meeting #3 (Virtual) Friday, September 20, 2024
Pop-up Event #1 Downtown Farmers Market Sunday, September 10, 2023	Pop-up Event #2 Mi Tierra Linda Market Monday, January 29, 2024	Co-Creation Session #2: Transit Funding Planning Game Monday, October 14, 2024
Pop-up Event #2 Belle Haven School Tuesday, September 12, 2023	Pop-up Event #3 Little House Activity Center Tuesday, January 30, 2024	Public Meeting (Virtual) Tuesday, October 15, 2024
Kick-Off Meeting (Virtual) Thursday, September 14, 2023	Pop-up Event #4 Arrillaga Recreation Center Wednesday, February 7, 2024	
Stakeholder Interviews #1 Between September 26 - October 13, 2023	Technical Advisory Meeting #2 (Virtual) Friday, February 16, 2024	
Co-Creation Session #1: Transit Planning Game Thursday, October 12, 2023		
Engagement Methods Utilized		
<ul style="list-style-type: none"> ▪ Community Surveys ▪ Onboard Surveys ▪ Marketing Collateral ▪ Social Media Campaigns ▪ Newsletter and Project Website 	<ul style="list-style-type: none"> ▪ Community Surveys ▪ Marketing Collateral and Social Media Toolkit ▪ Newsletter and Project Website 	<ul style="list-style-type: none"> ▪ Feedback Form ▪ Marketing Collateral ▪ Social Media Campaigns ▪ Newsletter and Project Website

Engagement Phase 1

The primary interaction during pop-up events involved engagement boards where attendees used Post-it notes and dots to comment and indicate desired shuttle destinations. This not only facilitated direct feedback but also helped raise awareness of the study and existing services in the community. Overall, takeaways from all input gathered led to the following findings:

- **Frequency, Accessibility, and Visibility:** There was a strong emphasis on improving shuttle services by increasing their frequency, enhancing accessibility, and ensuring greater visibility to the public.
- **Education and Awareness:** The current shuttle program lacks awareness, which is necessary to ensure that potential users are informed about its benefits and availability.

- **Visibility:** The shuttle program should have increased visibility and prominence to increase public engagement and attract more riders.
- **Integration with Other Transportation Services:** Suggestions include integrating the shuttle service with the Transit Pass and Bay Pass programs, as well as partnering with SamTrans or exploring microtransit options for seamless travel.
- **Technological Solutions:** Users have expressed the need for a mobile app that allows them to enter their location and destination, providing clear directions on how to utilize the service effectively.
- **Inclusivity:** Concerns have been raised regarding the inclusion of unincorporated areas in the shuttle service. There is a strong desire to ensure that these regions are considered in future service expansions.

During the co-creation session, stakeholders were engaged in a simulated service planning exercise aimed at designing a public transportation network for Menlo Park. Participants were tasked with developing goals and creating a shuttle network while adhering to specific financial constraints, mirroring real-world limitations. Key takeaways from the session were:

- **Serving/Prioritizing Belle Haven:** All groups highlighted the importance of providing transportation options to the Belle Haven community. Secondly, there was a common focus on the Caltrain Station as a central element in service coverage.
- **Balanced Service Use:** Each group integrated fixed route services alongside on-demand services, emphasizing the importance of a balanced approach.
- **Frequency Matters:** There was a consensus on the need for increased service frequency to encourage the use of the shuttles.
- **Diverse User Base:** As a group, there was an acknowledgment that there is a range of users/riders, including commuters and residents (particularly older adults), as well as the trade-offs and challenges involved in meeting their unique needs.

Results from Phases 2 and 3 will be shared later in the Report.

Shuttle Service Improvement Recommendations

Scenarios

Upon the analysis of the existing transportation ecosystem and listening to the priorities and goals of the community and stakeholders, the project team developed two service scenarios representing different approaches to determine the best way to improve individual routes and overall connectivity to addressing the needs and desires of the community. Scenarios included changes such as:

- Route realignments to provide more effective, efficient, and attractive service

- Changes to frequencies to match service with demand and facilitate connections
- Revised service spans to maximize access to employment, education, and basic needs
- Potential service to new areas identified as transit-supportive in the travel demand analysis
- Improved service coordination to facilitate transfers and reduce wait times
- Scenarios with different service models, including microtransit and Transportation Network Company (TNC)/Ridehail service

The service scenarios represented different combinations of approaches, rather than entire packages that would need to be selected as a whole. Instead, the purpose was to determine which individual projects or combinations of projects in each scenario would generate the highest levels of support, and then subsequently combine the best elements of each scenario into the recommended preferred service plan and final recommendations.

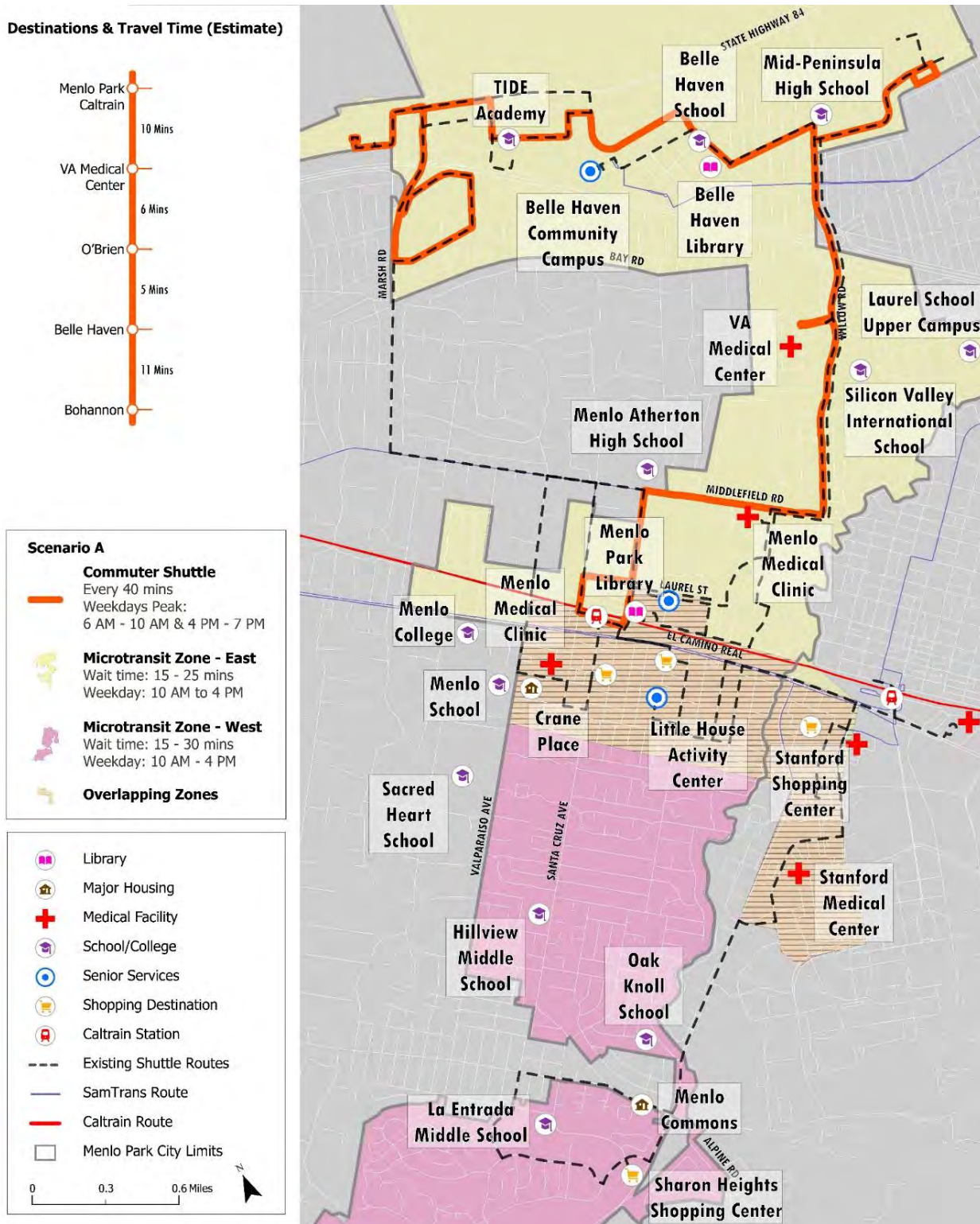
Scenario A: Coverage Focus

- Weekday service (Refer Figure 9)
- Service focused on serving all city residents at the expense of maximizing ridership
- Replaces Crosstown and Shoppers Shuttles with microtransit service split between east and west zones
- Replaces Willow and Marsh Shuttles with a consolidated commuter shuttle
- More direct routing for the commuter shuttle to reduce travel times
- Increases the frequency of commuter service to the Bayfront area and Belle Haven during peak hours
- Microtransit fares estimated to be **\$3 per trip**, with reduced fares for youth and older adults

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Figure 9: Scenario A*



*This map was prepared in January 2024 and used in outreach engagement. Updates are incorporated in the service recommendations map.

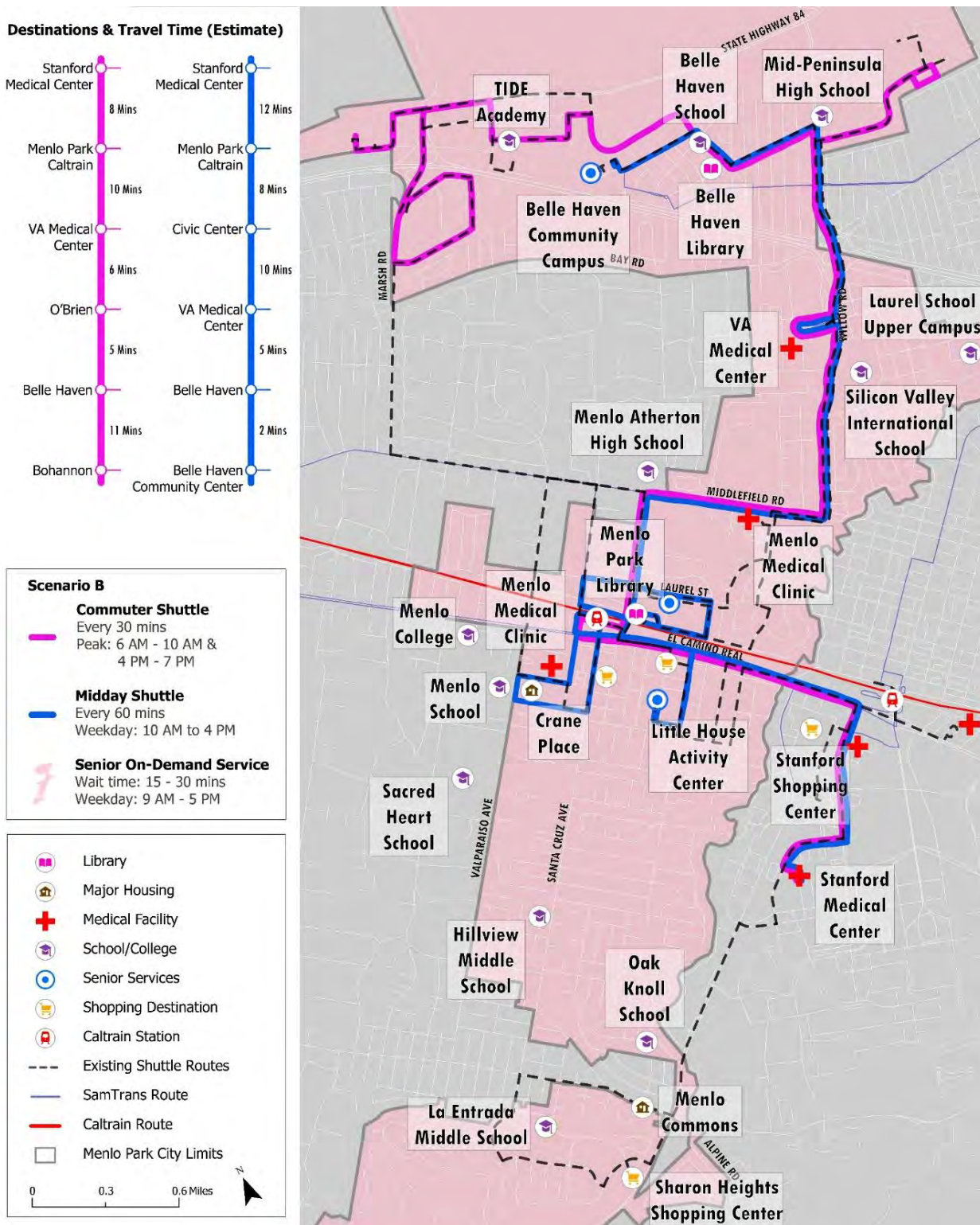
Scenario B: Ridership Focus

- Service focused on locations that generate ridership (Belle Haven, Downtown, Stanford Shopping Center, and Stanford Medical Center) at the expense of more coverage (Figure 10)
- Replaces Crosstown Shuttle with Midday Shuttle between Belle Haven and Stanford Medical Center
- 30-minute frequency commuter shuttle, with more direct routing to reduce travel times, replaces Willow and Marsh Shuttles
- Reduced shuttle service to Central Menlo Park and Sharon Heights
- TNC/rideshare replaces Shoppers Shuttle **for residents over 65 years old**
- TNC/rideshare wouldn't be wheelchair accessible, has an estimated **fare of \$4**

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Figure 10: Scenario B*



*This map was prepared in January 2024 and used in outreach engagement. Updates are incorporated in the service recommendations map.

Engagement Phase 2

The focus of Phase 2 was to understand the community's input on the two-service scenarios through community survey. Findings indicated:

Main Themes

- **Scenario B was Preferred over Scenario A:** More than half of respondents preferred Scenario B over Scenario A, with a few concerns. There were concerns about the span of service and reduced service to Sharon Heights and Palo Alto Transit Center.
- **Respondents had Concerns about Both Scenarios:** Consistent feedback was provided on the limitations of both scenarios regarding service span and access to community amenities.
- **Respondents Desired an Increased Span of Service:** Members of the TAC and the public commented about expanding service in the evenings and weekends.
- **Fares for TNC service were Less Important than Fares for Microtransit:** Survey respondents were more concerned about the affordability of Microtransit fares than the cost of TNC service.
- **Major Concerns for Reduced Service to West Menlo Park:** The reduction of service to Sharon Heights and West Menlo Park was noted as a concern in both scenarios.
- **Community Members Supported Expansion for TNC Service:** Members of the TAC and the public supported expanded TNC service for the disabled and older adults. Comments supported expanding that service to all residents.

Sub Themes

- **Extended Hours:** It was noted that there was support for increased service hours compared to the number shown in both scenarios.
- **Increasing Frequency:** There was a strong emphasis on the need to increase the frequency of shuttle services with noting that that would increase a sense of reliability.
- **Improving Accessibility:** Several requests highlighted the need to improve road accessibility for pedestrians, especially around Central Menlo Park.
- **Lack of Awareness:** Many people were unaware of the program, or the services targeted at users.

Service Recommendations

Recommendations for shuttle system improvements were developed through public and stakeholder engagement inputs, survey results, data from travel demand projections, and analysis of market trends.

The recommendations were guided by six service considerations identified in the first phase of the engagement and study.

- Focus on bidirectional service.
- Minimize non-productive route segments.
- Streamline service and reduce duplication.
- Provide new transportation options.
- Modify service to serve Belle Haven more effectively.
- Improved frequency and span of service.

Based on these insights, two service plans were developed based on common route alignments and service concepts. The **Preferred Service Plan** (Figure 11) was developed to operate with existing financial resources but to better align existing service with demographic and travel changes in Menlo Park. A **Future Service Plan** (Figure 12) was developed for implementation if additional financial resources were identified. Communication from Menlo Park staff indicated that a **Reduced Service Plan** (Figure 13) was also necessary, in case of funding decreases or cost increases.

Secondary recommendations were also developed to leverage additional investments to improve the mobility eco-space within the city.

Preferred Service Plan

- Service is focused on locations that generate ridership (Belle Haven, Downtown, Stanford Shopping Center, and Stanford Medical Center)
- The 30-minute frequency commuter shuttle, with more direct routes to reduce travel times, replaces Willow and Marsh Shuttles
- Coordination with the electrified Caltrain schedule
- Midday hourly service with an East and West Shuttle between Caltrain and Belle Haven and Caltrain and Sharon Heights and Stanford Medical Center to replace the Crosstown Shuttle
- Timed connection at Caltrain for the Midday shuttle

BENEFITS

- More frequent peak service to Belle Haven, the Bayfront area, and Stanford Medical Center

- Faster service to Caltrain for Belle Haven and Sharon Heights
- Direct Service on Santa Cruz Ave corridor
- Subsidized TNC/rideshare service is available to more residents

DISADVANTAGES

- Longer travel times for commuters
- Revised routes may require a longer walk to access stops

TNC/RIDESHARE PROGRAM

TNC/Rideshare fills the transportation gap for Menlo Park seniors and people with disabilities. Riders would request a ride through a smartphone app or by phone.

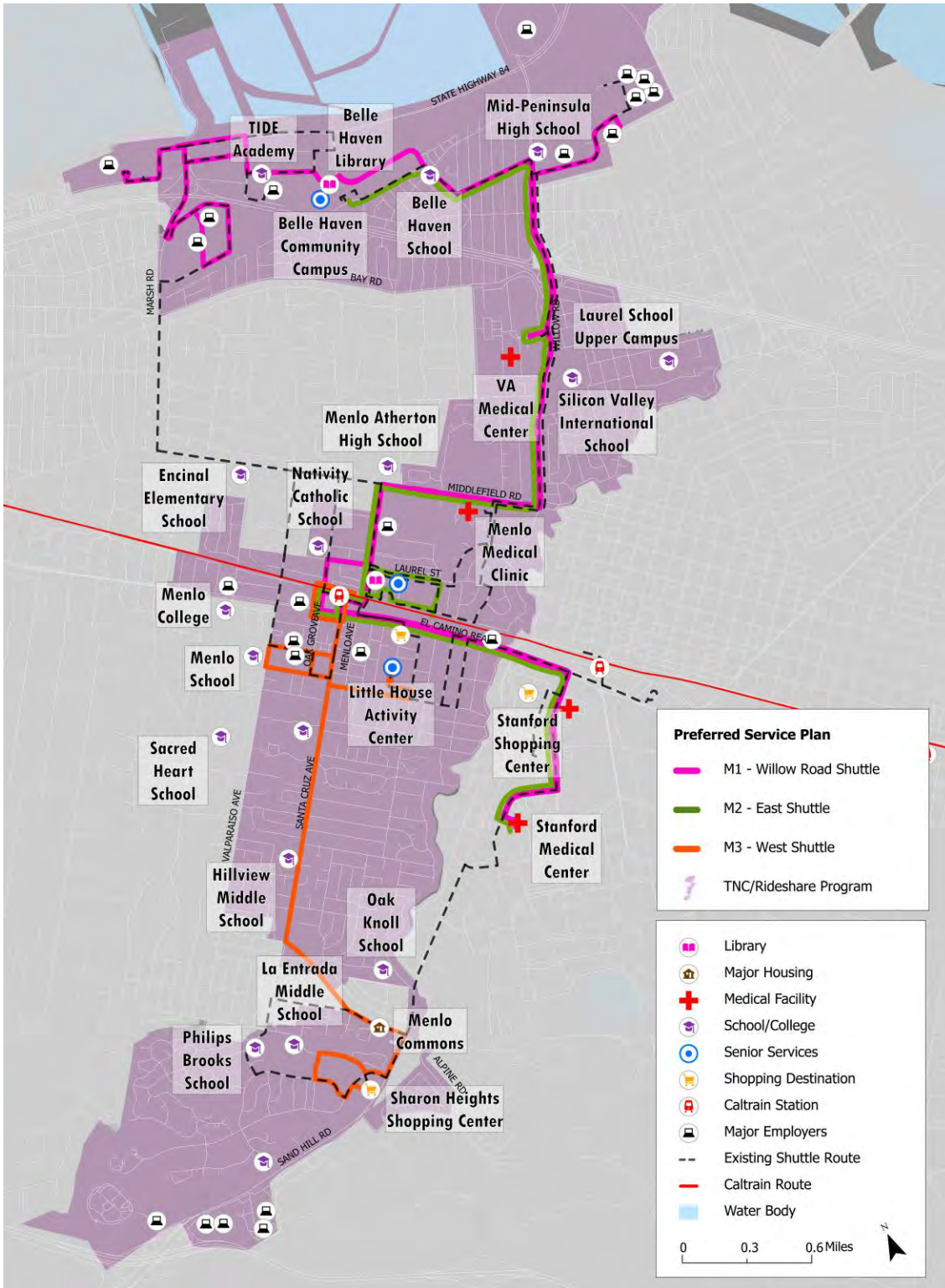
- TNC/rideshare replaces Shoppers Shuttle for residents over 65 years old
- Service fills the need for medical transportation
- Service would extend to surrounding communities for registered users
- Proposed fare of \$4, City subsidizes the remaining fare cost up to \$20. The rider is responsible for a cost above \$24

Program recommendations include:

- The ability to schedule trips via concierge program
- Trip limits based on available funding
- Open to all trip purposes for registered users
- Development of a fare subsidy program for low-income users

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Figure 11: Preferred Service Plan



Future Service Plan

- Expanded service to new development in the Bayfront area including Willow Village, and developments on Independence and Constitution Drive
- Commuter and midday shuttles are rerouted to better serve Willow Village
- Midday Shuttle is extended to serve north Bayfront developments on Constitution/Independence Drive

BENEFITS

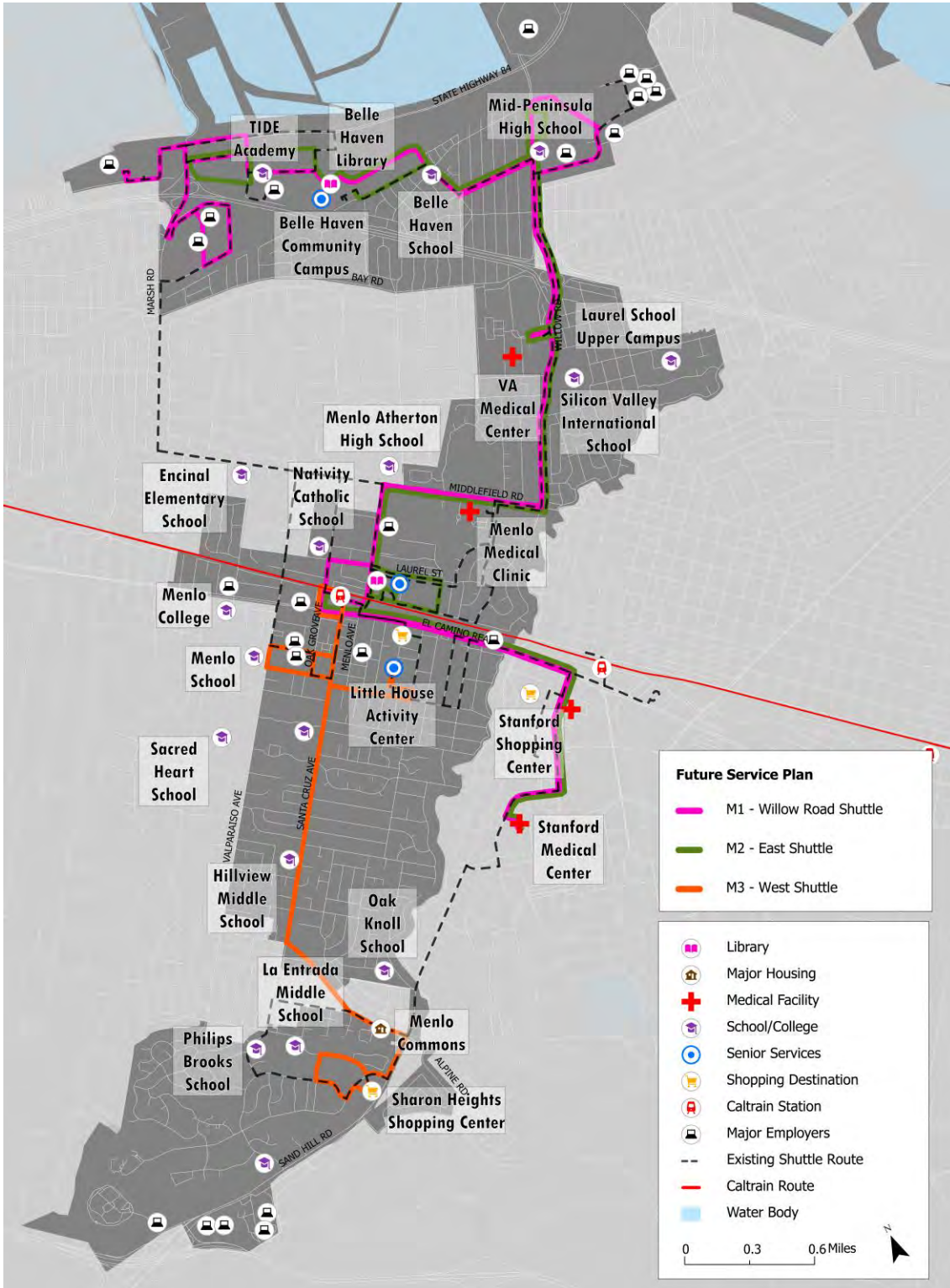
- More frequent peak service to Belle Haven, the Bayfront area, and Stanford Medical Center
- Expanded service to new developments in the Bayfront area including Willow Village
- Faster service to Caltrain for Belle Haven and Sharon Heights
- Subsidized TNC/rideshare service is available to more residents

DISADVANTAGES

- Longer travel times for commuters
- Revised routing may require a longer walk to access stops

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Figure 12: Future Service Plan



Reduced Service Plan

- Service is focused on locations that generate ridership (Belle Haven, Downtown, Stanford Shopping Center, and Stanford Medical Center) at the expense of more coverage
- Midday hourly service with an East and West Shuttle between Caltrain and Belle Haven and Caltrain and Sharon Heights to replace the Crosstown Shuttle
- 45-minute frequency commuter shuttle, with more direct routing to reduce travel times, replaces Willow and Marsh Shuttles
- TNC/rideshare replaces Shoppers Shuttle for residents over 65 years old
- TNC/rideshare wouldn't be wheelchair accessible, has an estimated fare of \$4

BENEFITS

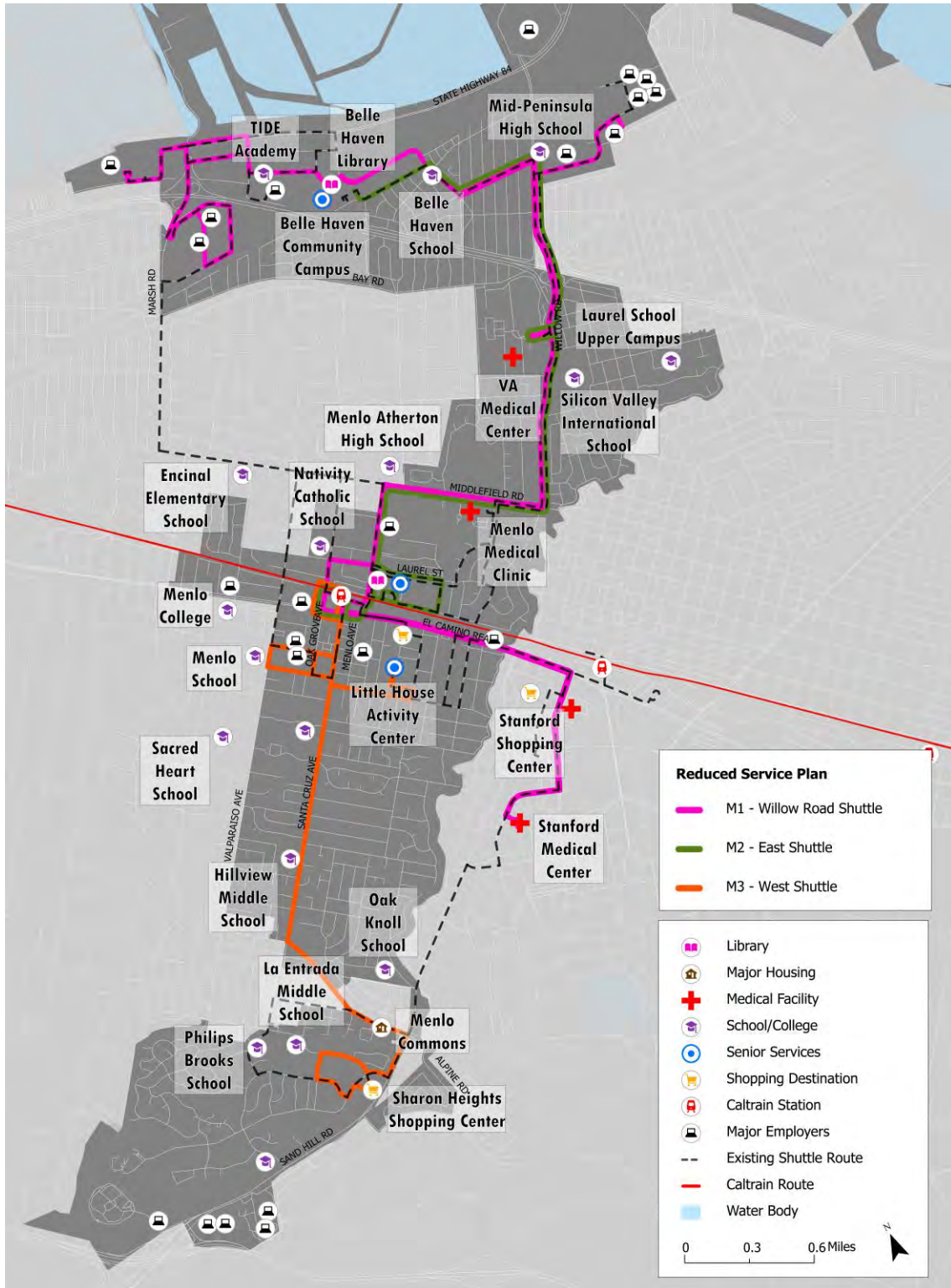
- More frequent peak service to Belle Haven, the Bayfront area, and Stanford Medical Center
- Faster service to Caltrain for Belle Haven and Sharon Heights
- Subsidized TNC/rideshare service is available to more residents

DISADVANTAGES

- No Midday service to Stanford Medical Center
- Reduced frequency compared to the Preferred Service Option
- Longer travel times for commuters
- Revised routing may require a longer walk to access stops

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Figure 13: Reduced Service Plan



Engagement Phase 3

For the final phase of engagement, the project team focused on presenting the Service Recommendations to the public and stakeholders. The project team developed a Preferred Service Plan for the Menlo Park Shuttle Program to make the shuttle service more convenient, reliable, and efficient for both current and future riders. This plan was presented for review to the public online at the study website and at a community-wide public meeting.

Main Themes

- **Community Members Supported the Recommendations:** Members of the TAC and the public supported the changes to the Midday Community shuttles. There were concerns about the changes to the Commuter Shuttle especially for users accessing the Marsh Road area.
- **Concerns About Service to the Marsh Road Area:** There were concerns about the changes to the Commuter Shuttle especially for users accessing the Marsh Road area, due to an increase in travel time for those users.
- **The Lack of Accessible On-Demand Options:** Participants in the public meeting had concerns about the lack of accessible on-demand options due to the lack of wheelchair accessible TNC vehicles in the area.
- **Support for Changes to Shuttle funding and Governance:** Participants in the Co-Creation session supported the concept of a Transportation Management Association (TMA) to manage the shuttle program and an expansion of Shuttle funding to enable additional mobility programs and investments.

Funding Considerations

Menlo Park Shuttle Funding

Community transportation services and operations are generally funded with a combination of resources. Most fixed routes, complementary paratransit, and community-based services rely on public funding from federal, state, and local sources. As shown in Table 3, the four shuttles are funded from various sources, including regional grants, local funds, and other fees.

Table 3: City of Menlo Park Shuttle Fee Structure (FY 2023-2025)

Shuttle	Funding Sources	Current Budget FY2023-2025
Crosstown Shuttle	60% C/CAG Grant 40% MTC Lifeline Grant	\$874,000
Shoppers' Shuttle	100% City funds	\$150,400

Shuttle	Funding Sources	Current Budget FY2023-2025
Marsh Road Shuttle	75% C/CAG Grant 25% City funds (Measure A and Developer fees)	\$379,000
Willow Road Shuttle	75% C/CCAG Grant 25% City funds (Measure A and Developer fees)	\$341,900
Total		\$1,746,200

Shuttle Fee Assessment Peer Review

The project team evaluated the fee structure for the Menlo Park Shuttle Program and peers to identify options to advance implementing mobility solutions. Given the financial shifts due to the COVID-19 pandemic, this assessment explored how peer cities approach shuttle fees and funding sources to provide relevant recommendations.

Development Fees and Other Assessments

The concept of development fees in the Bay Area is part of a broader effort to fund infrastructure improvements, including transportation. These fees, often known as Transportation Impact Fees (TIFs) or Development Impact Fees (DIFs), are imposed by local governments on new developments to mitigate the additional demand they place on public services, especially transportation networks.

Peer Review Findings

In all the city-based shuttle programs studied, the management structures of their programs were based around a non-profit Transportation Management Association (TMA). This structure enables cities to bridge the gap between local government and business communities. Collaboration was crucial in all of the examples cited. Forming a TMA helped jurisdictions create improvement districts that fund transportation programs, such as Mountain View. MVgo operates without directly assessing property owners. This reflects the concentration of large employers within the city. In contrast, Emeryville has the most expansive assessment program that applies to all property owners within the city. The unique scoring system establishes the amount of that assessment. Table 4 represents the peer review comparison based on the service and funding information.

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Table 4: Peer Comparison

City	Service	Ridership	Service Type(s)	Revenue	Expenses	Primary Funding Source
Emeryville	Emery Go-Round	409,887 (2022)	Fixed Route Shuttle	\$5,476,092	\$4,426,579	Citywide Property and Business Improvement District (PBID)
Mountain View	MVgo and Community Shuttle	175,000 (2022)	Fixed Route Shuttle, TNC/ Rideshare	\$5,366,335	\$4,816,746	Voluntary Membership Fees
San Leandro	San Leandro LINKS	200,000 (2018) Est	Fixed Route Shuttle	\$806,000	\$859,890	Business Improvement District (BID) assessment
*Financial data taken from the 2022 Tax Return of each organization						

Overall, with its concentration of large companies and new developments, Menlo Park is well-positioned to develop a TMA to create a comprehensive mobility program to support shuttle and other transportation services going forward.

Additional Funding Sources

Shuttles in San Mateo County are funded through a variety of sources listed below in Table 5.

Table 5: 2019 San Mateo County Shuttle Funding

Agency/Entity	Source	San Mateo County Community	San Mateo County Commuter
SMCTA - C/CAG	Shuttle Call for Projects	\$703,000	\$2,555,000
Private Sector	Matching Funds		\$1,788,000
Caltrain	Discretionary Funds		\$91,000
SamTrans	Discretionary Funds	\$29,000	\$32,000
Bay Area Air Quality Management District	Transportation for Clean Air (TFCA) Grants		\$341,000
MTC	Lifeline Grants	\$264,000	
City	Various Sources	\$283,000	\$154,000

A review of funding sources reveals a limited number of sources that can be utilized for the Menlo Park Shuttle. Other funding sources at the federal and state levels as presented in Table 6 are available but are more challenging to access due to increased regulatory burden, competition, and a preference for higher ridership services and services focused on older adults and disabled persons.

Table 6: Funding Source at State and Federal Level

Funding Source	Program	Funding	Details
State	Local Transportation Fund (LTF)	Discretionary Funding, Operations and Capital	Allocated to Local Transit Operators
	State Transit Assistance (STA) Program	Discretionary Funding, Operations and Capital	Allocated to Local Transit Operators
	TNC Access for All	Formula Funding: Operations and Capital	New program, No Fund Administrator for San Mateo County
Federal	5310: Enhanced Mobility of Seniors & Individuals with Disabilities	Competitive Funding-Capital	Program Administered by MTC and Caltrans
	Congestion Mitigation Air Quality (CMAQ)	Competitive Funding-Capital	Program Administered by MTC

Next Steps

During the evaluation process, the primary focus was on analyzing the existing shuttle system to determine what changes needed to be made to serve the needs of disadvantaged communities better and accommodate growth in the Bayfront area. After 18 months of community engagement and research on travel patterns/demand, peer system review, and analysis of new technologies, it became clear that beyond revised shuttle routes there were three elements that required change to meet the goals outlined by the City of Menlo Park and ensure a successful implementation of the service plan.

- **Preferred Service Plan:** Implementing changes to the shuttle service will depend on funding availability and the cost of providing services. The Preferred Service plan represents a status quo environment where funding and cost are stable. Cost increases combined with a flat funding environment for shuttles, could reduce service levels, resulting in less frequent service, fewer hours of service, and fewer routes. The Reduced Service Plan represents an approach that preserves most of the benefits of the Preferred Service Plan at a lower cost. The region's experience with most shuttle services has shown that additional funding is often sought to preserve or expand services in the post-pandemic mobility landscape.
- **Holistic Approach to Community Mobility:** Common feedback from residents and riders was that many people are unaware of the shuttle program and how to use it. Older adults often found it difficult to use the mobility options available in their community. One recommendation is to partner with community organizations to establish a mobility management program for residents. The goal would be to connect residents to transportation resources within the community and help identify mobility gaps in the city.

Another recommendation was to improve program marketing to increase program awareness, engagement, and visibility.

- **Partnerships with Community stakeholders and Business community:** Success of modern shuttle programs is tied to how well the service is integrated within the community. Conversations with stakeholders have shown support for the service but an uncertainty on what role they have in improving the systems. One recommendation is that businesses adjacent to the shuttle service should work with the city to improve the waiting environment for shuttle users. These improvements could include shelters, benches, signage, and other investments that make the shuttle more attractive to users. Another recommendation is the creation of a dedicated mobility/commute manager position for the Bayfront area, to support TDM and trip reduction strategies for businesses and residents. Improved stakeholders and city collaboration has led to the expansion of the shuttle service in other cities.
- **New Funding and Management Model:** In all the city-based shuttle programs studied, the management structures of their programs were based around a non-profit TMA. This structure enables cities to bridge the gap between local government and business communities. This collaboration was crucial in all the successful examples cited. Forming a TMA helps facilitate the creation of improvement districts that fund transportation programs, for example in Mountain View. Overall, with its concentration of large companies and new developments, Menlo Park is well-positioned to potentially access additional funding. This could be accomplished through leveraging additional private funding or developing a TMA to fund a comprehensive program to support the Shuttle and other transportation services.

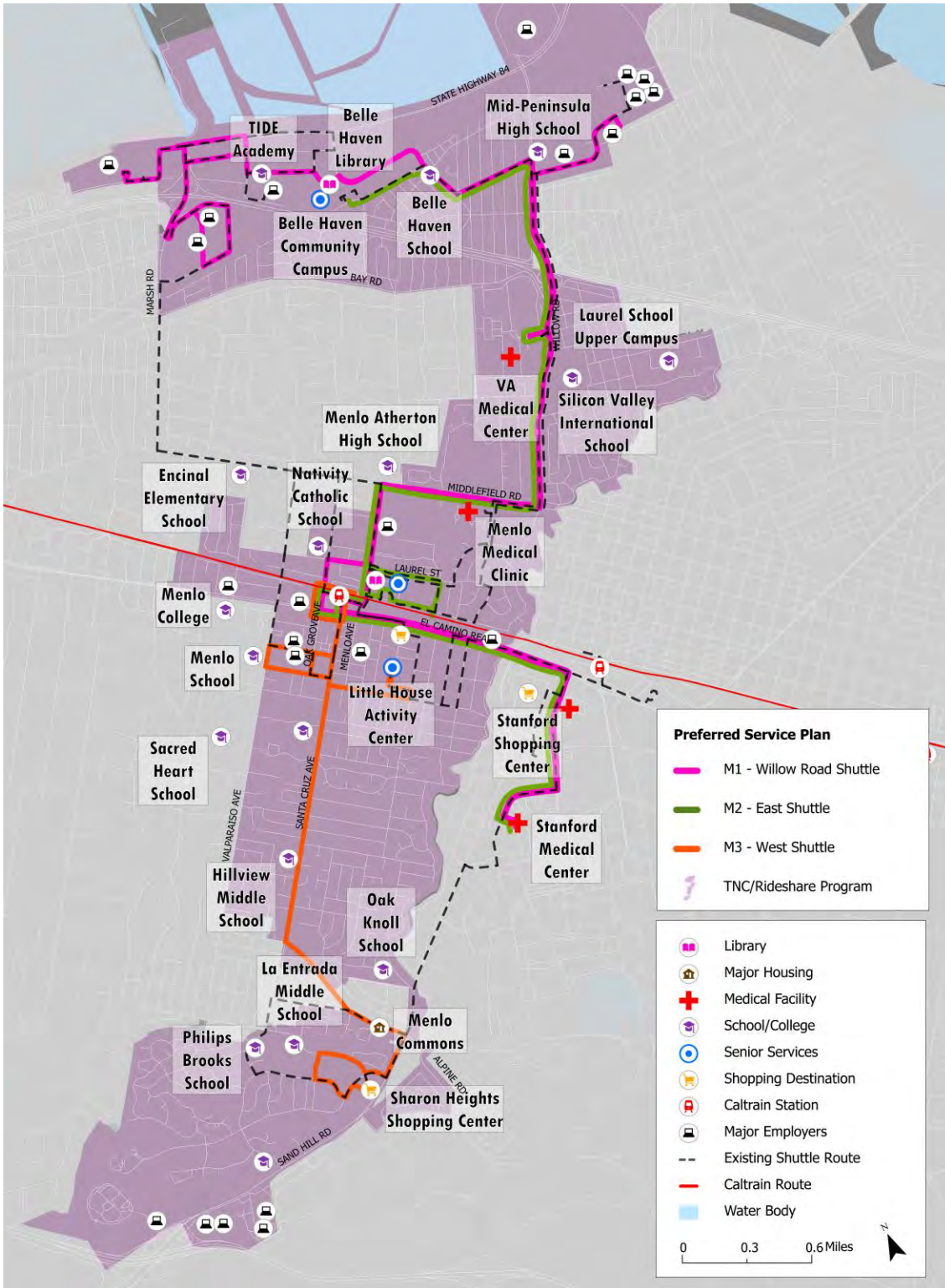
The future growth of jobs and residents in Menlo Park creates an opportunity to reimagine the Shuttle program as an important and quality of life enhancing amenity for workers and residents. The Preferred Service Plan creates a base for future growth in the service and expansion of mobility options in the city.

Appendices

The appendices provide detailed information on each component of this study and can be accessed as a separate document on the website.

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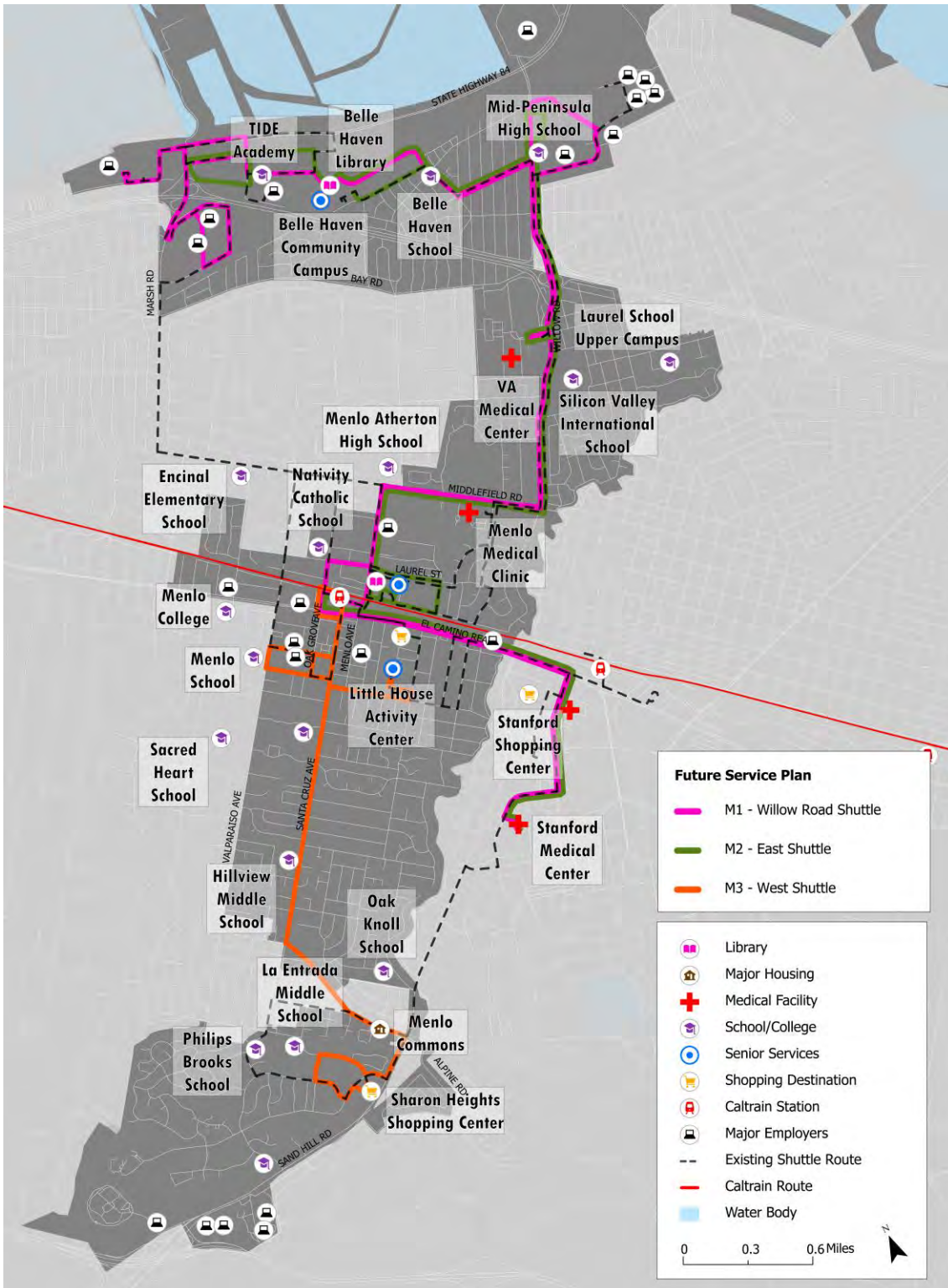
Figure 11: Preferred Service Plan



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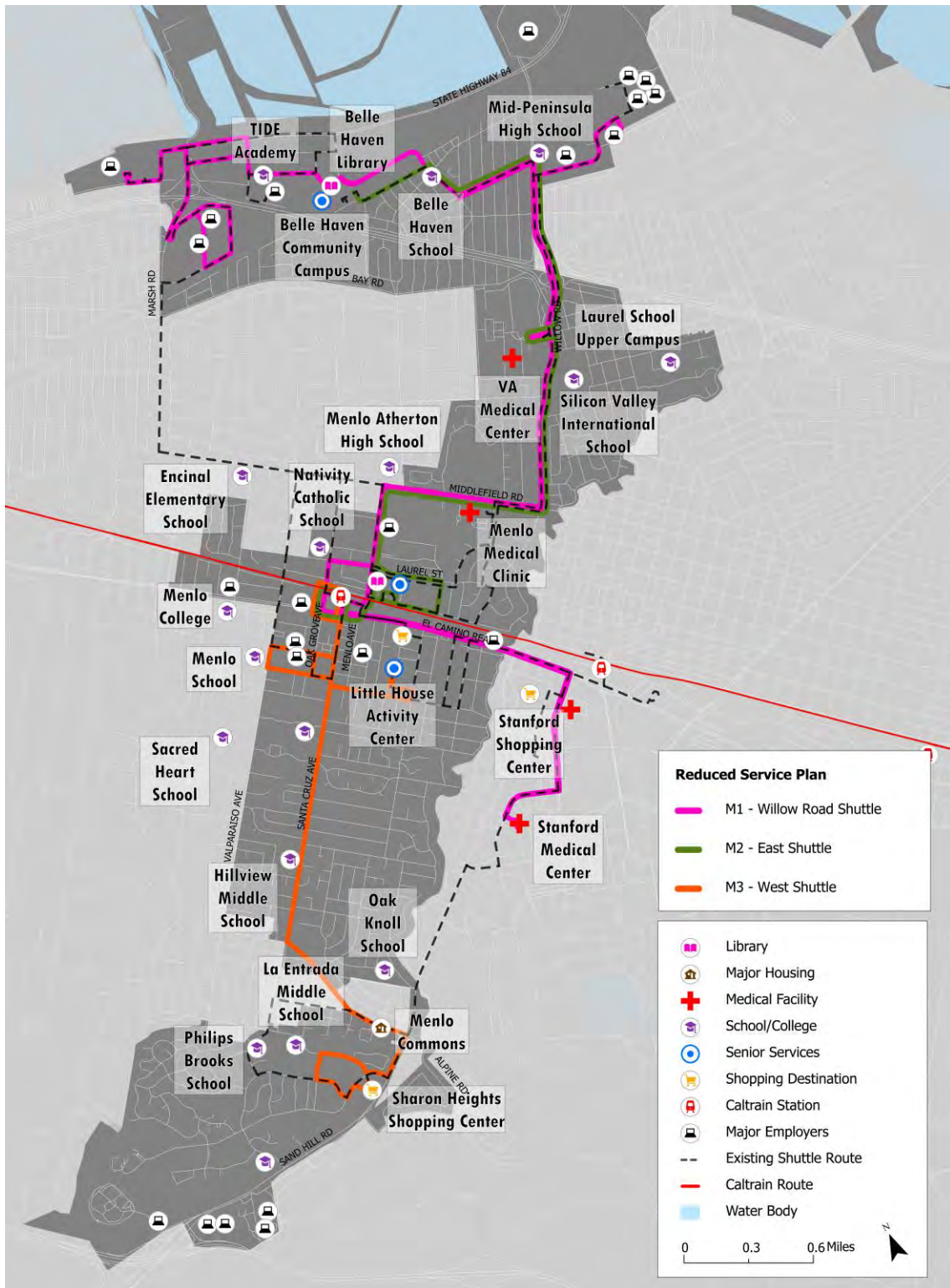
Figure 12: Future Service Plan



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Figure 13: Reduced Service Plan



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Tentative Complete Streets Commission agenda			
#	Title	Item type	Commission action
1	Vision Zero Action Plan strategies/program implementation	Regular	Recommendation
2	ECR/Middle Avenue intersection improvement	Regular	Recommendation
3	Middlefield Road safe streets project	Regular	Recommendation
4	Vision Zero Implementation Plan – slow street program	Regular	Recommendation

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