



## Item No. 12 Town of Atherton

### **CITY COUNCIL STAFF REPORT – REGULAR AGENDA**

**TO: HONORABLE MAYOR AND CITY COUNCIL  
GEORGE RODERICKS, CITY MANAGER**

**FROM: ROBERT OVADIA, PUBLIC WORKS DIRECTOR**

**DATE: JANUARY 19, 2022**

**SUBJECT: MODIFICATION OF HOURS FOR THE RIGHT-TURN ON RED  
RESTRICTIONS AT THE MIDDLEFIELD ROAD/OAK GROVE  
AVENUE INTERSECTION**

#### **RECOMMENDATION**

Retain the hours for the right-turn on red restriction at the Middlefield Road/Oak Grove Avenue intersection.

#### **BACKGROUND**

At the Transportation Committee meeting on March 19, 2021, the Transportation Committee reviewed the hours associated with the “No Right Turn on Red” turn restrictions at the Middlefield Road / Oak Grove intersection. The Transportation Committee received a verbal report from Sgt. Metzger on the history of the turn restrictions at the intersection. Sgt. Metzger advised that the restrictions of right-turns on red were initiated over 25 years ago, with right turns on red initially restricted from Oak Grove Avenue to Middlefield Road between the hours of 7 am – 7 pm, Monday - Friday. Due to growing population at the high school, the restrictions (no right turn on red) were expanded to all legs of the intersection – no right turn on red for each leg – between the hours of 7 am to 7 pm, Monday – Friday, in approximately 1997. These restrictions remained in place until approximately 2014 or 2015, when the restrictions were changed to the hours of 7:30 am – 9:30 am and 1:30 pm – 3:30 pm, Monday – Friday. This appeared to try to correspond to the hours of the school at the time. School hours and student activity at and around the school have changed significantly over the years with regards to start and end times, varied schedules, and before/after school activities.

With the changing hours of operations, different schedules, the locations of the bus stops at the intersection (across Oak Grove Avenue and across Middlefield Road from the school) and the significant student/pedestrian activity at the intersection, Sgt. Metzger’s recommendation was to revert the hours of the restrictions to 7:00 am – 7:00 pm to accommodate the varying hours of the school, varying schedules, and significant student/pedestrian activity through the day.

After deliberations, the Committee recommended that the right-turn on red restrictions be revised

to be from 7 am to 5 pm. This recommendation was brought forth to the City Council for their consideration at the May 19, 2021 meeting. The recommendation included an inadvertent error recommending the time change to be from 7 am to 7 pm. Following discussion, the City Council requested that staff reach out to area residents to receive input regarding the potential change and return to the Transportation Committee for further review prior to consideration by the Council.

On June 2, 2021, staff mailed out a letter to area residents advising of the potential change in the restriction to be from 7 am to 7 pm and requesting input prior to the enactment of any changes at the intersection. Residents were advised that comments would be accepted via email and at the July 13, 2021, Transportation Committee Meeting. Concurrently, the on-line survey associated with the potential mitigation measures developed for the Neighborhood Traffic Management Action Plan (NTMAP) was open and included a potential measure regarding right-turn restrictions at the Middlefield Oak Grove intersection.

Staff received several emails in response to the letter, most opposed to the change. The responses to the on-line map survey indicated a split on the item. The Police Chief also provided a copy of the collision history at the Middlefield Rd/Oak Grove intersection between June 1, 2011 and May 31, 2021. The Transportation Committee received the comments submitted via email as well as the results of the on-line survey. After deliberation, the Transportation Committee recommended that the hours associated with “No Right on Red” be changed to be from 7 am to 7 pm.

The resident feedback and the Transportation Committee recommendation were presented to the City Council at their meeting on September 15, 2021. Following discussion, the City Council requested that staff further investigate options regarding the turn restrictions at the Middlefield Road / Oak Grove Avenue intersection and return to the City Council with additional information and options.

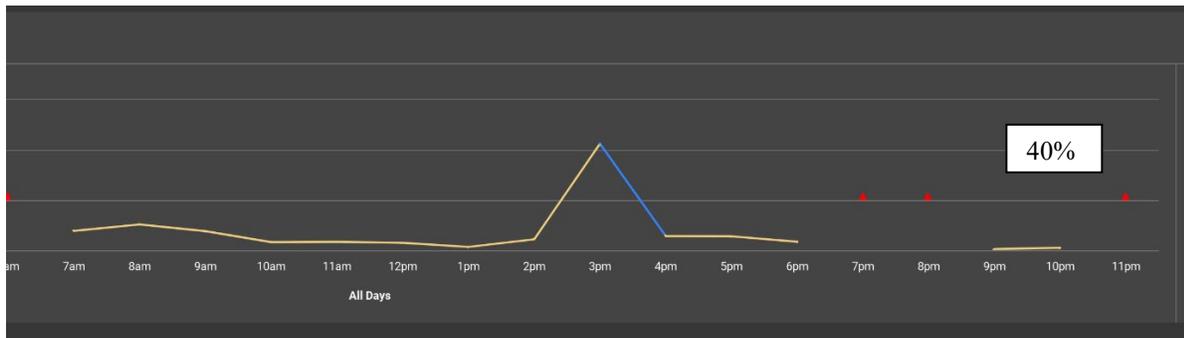
## **DISCUSSION**

Following the City Council meeting, Public Works and Police Department staff met to discuss the City Council concerns. Following the discussions, the Police Department reached out to Menlo-Atherton High School to obtain additional information regarding the current school schedule as well as schedule plans addressing SB-328 which requires the school days for high schools to begin no earlier than 8:30 a.m. by July 1, 2022, or the date on which a school district’s collective bargaining agreement that is operative on January 1, 2020, expires, whichever is later. The current Menlo-Atherton Bell Schedule is attached for reference along with the current schedules for Encinal Elementary School and Laurel School. The Police Department was unable to obtain a definitive schedule from Menlo-Atherton High School for the 2022-2023 school year but anticipates that it will be fairly similar to the current schedule.

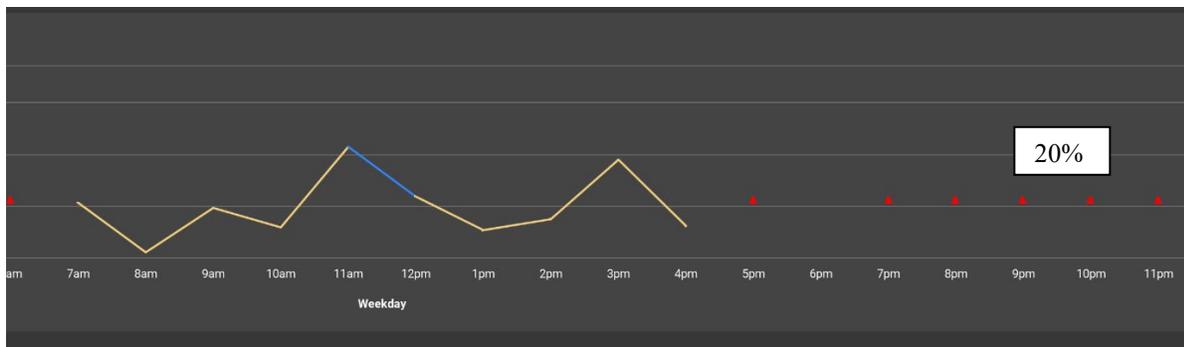
Public Works staff also investigated peak pedestrian activity times using Streetlight Insight data aggregation for the months of September and October of 2019 and 2021 for comparison purposes. Streetlight Insight uses aggregated cell phone location data to assist in traffic analysis. The program uses the aggregated data to estimate activities related to various travel modes, including vehicular traffic volumes, turning movements (recently added), and some data related to bicycle and pedestrian activities. As shown below, pedestrian activity in 2019 peaked at the end of the regular school day. In 2021, the analysis shows a greater morning spread and added mid-day activity. As this does not correspond with Menlo-Atherton High School’s bell schedule, and the campus is closed at lunch, the mid-day peak may be an anomaly or related to local (non-school related) pedestrian traffic due to more people being at, or working from, home during the day due to COVID-19.

Pedestrian Activity Charts

2019 (Sept – Oct)



2021 (Sept – Oct)



As noted above, Streetlight Insight recently added an intersection turning movement analysis tool

to provide approximations of vehicle traffic and intersection turning movements. As shown below, there is a significant number of right turns at the intersection, which are spread out throughout the day.

Intersection Turn Movement Charts

2019 (7:00 am – 9:30 am)

						Middlefield N									
						In	Total	Out							
						1,305	2,376	1,071							
						Right	Thru	Left							
						264	863	178							
						↙	↓	↘							
Oak Grove W	Out	867	Left	174	↖				↖	162	Right	585	In		
	Total	1,481	Thru	194	→				←	385	Thru	1,016	Total		
	In	614	Right	246	↘				↙	38	Left	431	Out	Oak Grove E	
						↖	↑	↗							
						218	735	59							
						Left	Thru	Right							
						1,147	2,159	1,012							
						Out	Total	In							
						Middlefield S									

The following is provided to assist in interpreting the above chart.

Oak Grove W is the segment of Oak Grove Avenue west of the Middlefield Avenue intersection. The total estimated vehicle volume on this leg, between 7 am and 9 am is 1,481 vehicles. There were 614 vehicles entering the intersection (174 turning left, 246 turning right, and 194 going through), and 864 departing the intersection, heading westbound (264 turning right from Middlefield Road, 218 turning left from Middlefield Road, and 385 driving through from Oak Grove Avenue).

2021 (7:00 am – 9:30 am)

Middlefield Road/Oak Grove Avenue  
 Modification of Turn Restriction Hours  
 January 19, 2022  
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						Middlefield N								
						In	Total	Out						
						967	1,894	927						
						Right	Thru	Left						
						244	589	134						
						↙	↓	↘						
Oak Grove W	Out	765	Left	169	↗				↖	132	Right	475	In	Oak Grove E
	Total	1,286	Thru	107	→				←	300	Thru	736	Total	
	In	521	Right	245	↘				↙	43	Left	261	Out	
						↖	↑	↗						
						221	626	20						
						Left	Thru	Right						
						877	1,744	867						
						Out	Total	In						
						Middlefield S								

2019 (10:00 am – 1:00 pm)

						Middlefield N								
						In	Total	Out						
						1,645	3,083	1,438						
						Right	Thru	Left						
						410	1,159	76						
						↙	↓	↘						
Oak Grove W	Out	839	Left	276	↗				↖	105	Right	353	In	Oak Grove E
	Total	1,467	Thru	158	→				←	217	Thru	618	Total	
	In	628	Right	194	↘				↙	31	Left	265	Out	
						↖	↑	↗						
						212	1,057	31						
						Left	Thru	Right						
						1,384	2,684	1,300						
						Out	Total	In						
						Middlefield S								

2021 (10:00 am – 1:00 pm)

Middlefield Road/Oak Grove Avenue  
 Modification of Turn Restriction Hours  
 January 19, 2022  
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						Middlefield N								
						In	Total	Out						
						1,476	2,780	1,304						
						Right	Thru	Left						
						417	986	73						
						↙	↓	↘						
Oak Grove W	Out	847	Left	259	↗				↖	103	Right	357	In	Oak Grove E
	Total	1,379	Thru	143	→				←	216	Thru	613	Total	
	In	532	Right	130	↘				↙	38	Left	256	Out	
						↖	↑	↗						
						214	942	40						
						Left	Thru	Right						
						1,154	2,350	1,196						
						Out	Total	In						
						Middlefield S								

2019 (1:00 pm – 3:30 pm)

						Middlefield N								
						In	Total	Out						
						1,395	3,119	1,724						
						Right	Thru	Left						
						324	963	108						
						↙	↓	↘						
Oak Grove W	Out	840	Left	338	↗				↖	185	Right	519	In	Oak Grove E
	Total	1,625	Thru	285	→				←	306	Thru	946	Total	
	In	785	Right	162	↘				↙	28	Left	427	Out	
						↖	↑	↗						
						210	1,201	34						
						Left	Thru	Right						
						1,153	2,598	1,445						
						Out	Total	In						
						Middlefield S								

2021 (1:00 pm – 3:30 pm)

Middlefield Road/Oak Grove Avenue  
 Modification of Turn Restriction Hours  
 January 19, 2022  
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						Middlefield N											
						In	Total	Out									
						1,293	2,769	1,476									
						Right	Thru	Left									
						306	881	106									
						↙	↓	↘									
Oak Grove W	Out	756	Left	299	↗							↖	145	Right	420	In	Oak Grove E
	Total	1,400	Thru	185	→							←	239	Thru	742	Total	
	In	644	Right	160	↘							↙	36	Left	322	Out	
						↖	↑	↗									
						211	1,032	31									
						Left	Thru	Right									
						1,077	2,351	1,274									
						Out	Total	In									
						Middlefield S											

2019 (3:30 pm – 5:00 pm)

						Middlefield N											
						In	Total	Out									
						979	2,131	1,152									
						Right	Thru	Left									
						181	687	111									
						↙	↓	↘									
Oak Grove W	Out	520	Left	146	↗							↖	117	Right	340	In	Oak Grove E
	Total	1,002	Thru	227	→							←	194	Thru	706	Total	
	In	482	Right	109	↘							↙	29	Left	366	Out	
						↖	↑	↗									
						145	889	28									
						Left	Thru	Right									
						825	1,887	1,062									
						Out	Total	In									
						Middlefield S											

2021 (3:30 pm – 5:00 pm)

Middlefield Road/Oak Grove Avenue  
 Modification of Turn Restriction Hours  
 January 19, 2022  
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						Middlefield N								
						In	Total	Out						
						911	2,129	1,218						
						Right	Thru	Left						
						128	703	80						
						↙	↓	↘						
Oak Grove W	Out	506	Left	189	↗				↖	231	Right	481	In	Oak Grove E
	Total	974	Thru	157	→				←	230	Thru	733	Total	
	In	468	Right	122	↘				↙	20	Left	252	Out	
						↖	↑	↗						
						148	798	15						
						Left	Thru	Right						
						845	1,806	961						
						Out	Total	In						
						Middlefield S								

As shown in the charts above, there is a significant number of right-turn movements at the intersection including the pedestrian peak activity periods. The current right-turn on red restrictions (7:30 to 9:30 am and 1:30 to 3:30 pm, M-F) covered the peak pedestrian activity periods in 2019 and have been effective in mitigating potential pedestrian collisions at the intersection.

SWITRS Pedestrian Accident History near MAHS (2016-2020)

**Menlo-Atherton High**

[Print](#) [Download Crashes](#)

555 Middlefield Road | Atherton | San Mateo County | CDS: 41690624133716



There was one reported pedestrian accident at the intersection in 2017. As the 2021 mid-day pedestrian activity at the intersection may be an anomaly or related to COVID-19, and peak pedestrian activity associated with the school is anticipated to remain within the windows of the existing signage, no changes are recommended at this time.

**FISCAL IMPACT**

None. Should a change in turn restrictions be desired, new turn restriction signage will be required. There are sufficient funds in the existing Public Works operating budget to cover the cost of the new signs and installation.

**GOAL ALIGNMENT**

This Report and its contents are in alignment with the following Council Policy Goals:

- Goal B – Preserve Small Town Character and Quality of Life
- Goal D – Manage Circulation and Improve Safety

### **PUBLIC NOTICE**

Public notification was achieved by posting the agenda, with this agenda item being listed, at least 72 hours prior to the meeting in print and electronically. Information about the project is also disseminated via the Town’s electronic News Flash and Atherton Online. There are approximately 1,200 subscribers to the Town’s electronic News Flash publications. Subscribers include residents as well as stakeholders – to include, but be not limited to, media outlets, school districts, Menlo Park Fire District, service providers (water, power, and sewer), and regional elected officials.

### **COMMISSION/COMMITTEE FEEDBACK/REFERRAL**

This item  X  has or   has not been before a Town Committee or Commission.

- Audit/Finance Committee (meets every other month)
- Bicycle/Pedestrian Committee (meets as needed)
- Civic Center Advisory Committee (meets as needed)
- Environmental Programs Committee (meets every other month)
- Park and Recreation Committee (meets each month)
- Planning Commission (meets each month)
- Rail Committee (meets every other month)
- X  Transportation Committee (meets every other month)

### **ATTACHMENTS**

1. Menlo-Atherton High School 2021-2022 Bell Schedule
2. Encinal Elementary School 2021-2022 Bell Schedule
3. Laurel School 2021-2022 Hours
4. Mailing Notification Map



# Bell Schedule

Menlo-Atherton High School ♦ Sequoia Union High School District  
555 Middlefield Road, Atherton, CA 94027 ♦ (650) 322-5311 ♦ www.mabears.org

PERIOD	START TIME	END TIME
<b>Monday, Tuesday, &amp; Friday</b>		
0	8:00 AM	8:50 AM
1	8:55 AM	9:45 AM
Brunch	9:45 AM	9:55 AM
2	10:00 AM	10:50 AM
3 (includes 10 min. for announcements)	10:55 AM	11:55 AM
4	12:00 PM	12:50 PM
Lunch	12:50 PM	1:20 PM
5	1:30 PM	2:20 PM
6	2:25 PM	3:15 PM
<b>Wednesday</b>		
0	7:50 AM	9:15 AM
Brunch	9:15 AM	9:25 AM
2 (includes 5 min. for announcements)	9:30 AM	11:00 AM
4	11:10 AM	12:35 PM
Flex Time	12:40 PM	1:10 PM
Lunch	1:10 PM	1:40 PM
6	1:50 PM	3:15 PM
<b>Thursday</b>		
Staff Meeting	7:45 AM	8:38 AM
Teacher Prep	8:38 AM	9:25 AM
1	9:25 AM	10:50 AM
Brunch	10:50 AM	11:00 AM
3	11:05 AM	12:30 PM
Flex Time	12:35 PM	1:05 PM
Lunch	1:05 PM	1:35 PM
5	1:40 PM	3:05 PM

**Note:** 3<sup>rd</sup> period on Monday, Tuesday, & Friday includes 10 minutes for announcements; 2<sup>nd</sup> period on Wednesday includes 5 minutes for announcements; no announcements on Thursdays.

## SCHOOL HOURS

<b>**REVISED (9/14/21) Encinal Bell Schedule 21-22**</b>						
<b>Grade</b>	<b>Start Time</b>	<b>AM Recess</b>	<b>Lunch</b>	<b>Lunch Recess</b>	<b>Dismissal Mon. Tues. Wed., &amp; Fri.</b>	<b>Dismissal Thursdays Only</b>
<b>K-1</b>	8:00 am	9:40-10:00 am	11:30-11:50	11:50-12:20	2:35 pm	1:30 pm
<b>2</b>	8:00 am	10:05-10:25 am	12:10-12:25** Revised	12:25-12:55** Revised	2:35 pm	1:30 pm
<b>3</b>	8:15 am	10:05-10:25 am	12:10-12:25** Revised	12:25-12:55** Revised	3:00 pm	1:50 pm
<b>4-5</b>	8:15 am	10:30-10:50 am	12:45-1:00	1:00-1:30	3:00 pm	1:50 pm
<i>Encinal Elementary School 195 Encinal Ave. Atherton, CA 94027 Ph.# (650) 326-5164</i>						
<i>All Grades Dismissed at 11:20 am on Minimum days- see calendar on back for dates</i>						

All grades dismissed at 11:20 am the following dates:

Friday October 8, 2021

December 8-10, 2021

December 17, 2021



**SCHOOL HOURS FOR 2021 - 2022 SCHOOL YEAR**

**LOWER CAMPUS Grades K - 2**

Monday, Tuesday, Wednesday, Friday

8:20 AM - 2:45 PM

Thursday

8:20 AM - 1:45 PM

**LOWER CAMPUS K - 2**

**Minimum Days Dismissal 11:35 AM**

October 8, 2021 (Parent/Teacher Conferences)

December 8, 9, 10, 2021 (Parent/Teacher Conferences)

December 17, 2021 (Last Day Before Winter Break)

June 10, 2022

**UPPER CAMPUS Grades 3 - 5**

Monday, Tuesday, Wednesday, Friday

8:30 AM - 3:05 PM

Thursday

8:30 AM - 2:00 PM

**UPPER CAMPUS Grades 3 - 5**

**Minimum Days Dismissal 11:45 AM**

October 8, 2021 (Parent/Teacher Conferences)

December 8, 9, 10, 2021 (Parent/Teacher Conferences)

December 17, 2021 (Last Day Before Winter Break)

June 10, 2022

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Middlefield Road/Oak Grove Avenue

Turn Restrictions

Mailing Notification Map

