



# Town of Hillsborough

**LOCAL ROADWAY SAFETY PLAN**

**DRAFT**

**MARCH 2024**

# TABLE OF CONTENTS

<b>List of Figures .....</b>	<b>2</b>
<b>List of Tables.....</b>	<b>2</b>
<b>Appendices .....</b>	<b>2</b>
<b>Acknowledgments .....</b>	<b>3</b>
C/CAG Project Management Team.....	3
Advisory Group Members.....	3
Local Jurisdiction Representatives.....	3
Partner Agency Representatives .....	3
Consultant Team .....	1
Kittelson & Associates, Inc.....	1
Safe Streets Research & Consulting.....	1
Circlepoint.....	1
<b>Glossary of Terms .....</b>	<b>1</b>
<b>Introduction .....</b>	<b>2</b>
Contents .....	2
<b>Vision and Goals .....</b>	<b>3</b>
<b>Plan Development .....</b>	<b>3</b>
Existing Safety Efforts.....	3
Safety Partners .....	4
Community Engagement and Input.....	4
Engagement Timeline and Events.....	4
Online Map Survey.....	5
<b>Crash Data &amp; Trends .....</b>	<b>6</b>
Emphasis Areas .....	6
Countywide High Injury Network.....	10
<b>Project Identification &amp; Prioritization .....</b>	<b>12</b>
Methodology .....	12
Social Equity .....	14
Results .....	14
<b>Improvements – engineering, policy &amp; programs.....</b>	<b>20</b>
Project Scopes .....	20
Engineering Countermeasure Toolbox.....	20

Proposed Policy, Program, and Guidelines Recommendations.....	22
Near-Term Improvements.....	22
Long-Term or Ongoing Actions .....	23
<b>Implementation &amp; Monitoring.....</b>	<b>26</b>

## LIST OF FIGURES

Figure 1. Online Map Survey Tool.....	5
Figure 2. Countywide HIN within the Town of Hillsborough.....	11
Figure 3. Pedestrian Prioritization Factor/Criteria Weighting (Sum to 100 Percent).....	12
Figure 4. Bicycle Prioritization Factor/Criteria Weighting (Sum to 100 Percent).....	13
Figure 5. Motor Vehicle Prioritization Factor/Criteria Weighting (Sum to 100 Percent).....	13
Figure 6. Hillsborough Priority Locations.....	19

## LIST OF TABLES

Table 1. Town of Hillsborough Safety Policies, Plans, Guidelines, Standards, and Programs.....	3
Table 2. Community Engagement Phases and Events .....	4
Table 3. Countywide HIN Segments in Hillsborough .....	10
Table 4. Priority Locations.....	14
Table 5. Town of Hillsborough Countermeasure Toolbox.....	21
Table 6. Town of Hillsborough Policy and Program Recommendations .....	22
Table 7. Town of Hillsborough Goals and Measures of Success .....	26

## APPENDICES

Appendix A Webmap Comments

Appendix B Jurisdiction-Specific Analysis

Appendix C Prioritization Results

Appendix D Project Scopes

# ACKNOWLEDGMENTS

## C/CAG Project Management Team

Jeff Lacap

Eva Gaye

## Advisory Group Members

### LOCAL JURISDICTION REPRESENTATIVES

Robert Ovadia, Town of Atherton

Matt Hoang, City of Belmont

Tracy Scramaglia, City of Belmont

Karen Kinser, City of Brisbane

Tomas Santoyo, City of Brisbane

Andrew Wong, City of Burlingame

Abdulkader Hashem, Town of Colma

Richard Chiu, Jr.; City of Daly City

Irene Chiu, City of East Palo Alto

Humza Javed, City of East Palo Alto

Anwar Mirza, City of East Palo Alto

Justin Lai, City of Foster City

Francine Magno, City of Foster City

Amy Zhou, City of Foster City

Maz Bozorginia, City of Half Moon Bay

Jonathan Woo, City of Half Moon Bay

Paul Willis, Town of Hillsborough

Matthew Hui, City of Menlo Park

Sam Bautista, City of Millbrae

Lisa Peterson, City of Pacifica

Howard Young, Town of Portola Valley

Malahat Owrang, City of Redwood City

Hae Won, City of San Bruno

Harry Yip, City of San Bruno

Hanieh Houshmandi, City of San Carlos

Steven Machida, City of San Carlos

Bethany Lopez, City of San Mateo

Azalea Mitch, City of San Mateo

Jeff Chou, City of South San Francisco

Matthew Ruble, City of South San Francisco

Yazdan Emrani, Town of Woodside

Sindhi Mekala, Town of Woodside

Diana Shu, County of San Mateo

### PARTNER AGENCY REPRESENTATIVES

Mackenzie Crouch, California Highway Patrol

Greg Currey, Caltrans

Joel Slavitt, County of San Mateo Office of  
Sustainability

Bryan Redmond, Metropolitan Transportation  
Commission

Jess Manzi, SamTrans

Theresa Vallez-Kelly, San Mateo County Office of  
Education

Liz Sanchez, San Mateo County Health

Anthony Montes, Silicon Valley Bicycle Commission

## Consultant Team

### KITTELSON & ASSOCIATES, INC.

Mike Alston

Matt Braughton

Laurence Lewis

Grace Carsky

Michael Ruiz-Leon

Doreen Gui

### SAFE STREETS RESEARCH & CONSULTING

Rebecca Sanders

Brian Almdale

### CIRCLEPOINT

Stacey Miller

Ivy Morrison

## GLOSSARY OF TERMS

**Countermeasures** are engineering infrastructure improvements that can be implemented to reduce the risk of collisions.

**Emphasis Areas** represent types of roadway users, locations, or collisions with safety issues identified based on local trends that merit special focus in the Town's approach to reducing fatal and severe injury collisions.

**Local Roadway Safety Plans**, or LRSPs, are documents that provide local-level assessments of roadway safety and identify locations and strategies to improve safety on local roadways.

**Crash Severity** is defined by the guidelines established by the Model Minimum Uniform Crash Criteria (MMUCC, Fifth Edition) and is a functional measure of the injury severity for any person involved in the crash.

- **Fatal Collision [K]** is death because of an injury sustained in a collision or an injury resulting in death within 30 days of the collision.
- **Severe Injury [A]** is an injury other than a fatal injury which results in broken bones, dislocated or distorted limbs, severe lacerations, or unconsciousness at or when taken from the collision scene. It does not include minor laceration.
- **Other Visible Injury [B]** includes bruises (discolored or swollen); places where the body has received a blow (black eyes and bloody noses); and abrasions (areas of the skin where the surface is roughened or blotchy by scratching or rubbing which includes skinned shins, knuckles, knees, and elbows).
- **Complaint of Pain [C]** classification could contain authentic internal or other non-visible injuries and fraudulent claims of injury. This includes: 1. Persons who seem dazed, confused, or incoherent (unless such behavior can be attributed to intoxication, extreme age, illness, or mental infirmities). 2. Persons who are limping but do not have visible injuries; 3. Any person who is known to have been unconscious because of the collision, although it appears he/she has recovered; 4. People who say they want to be listed as injured do not appear to be so.
- **Property Damage Only [O]** Collision is a noninjury motor vehicle traffic collision which results in property damage.

**Highway Safety Improvement Program (HSIP)** is one of the nation's core federal-aid programs. Caltrans administers HSIP funds in the state of California and splits the state share of HSIP funds between State HSIP (for state highways) and local HSIP (for local roads). The latter is administered through a call for projects biennially.

**Primary Collision Factors (PCFs)** convey the violation or underlying causal factor for a collision. Although there are often multiple causal factors, a reporting officer at the scene of a collision indicates a single relevant PCF related to a California Vehicle Code violation.

**Safe Streets for All (SS4A)** is a federal discretionary grant program created by the 2021 Bipartisan Infrastructure Law with \$5 billion in appropriated funds for 2022 through 2026.

**Safe System Approach** is a layered method for roadway safety promoted by the FHWA. This approach uses redundancies to anticipate mistakes and minimize injury. For more, visit [https://safety.fhwa.dot.gov/zerodeaths/docs/FHWA\\_SafeSystem\\_Brochure\\_V9\\_508\\_200717.pdf](https://safety.fhwa.dot.gov/zerodeaths/docs/FHWA_SafeSystem_Brochure_V9_508_200717.pdf).

**Safety Partners** are agencies, government bodies, businesses, and community groups that the Town can work with to plan, promote, and implement safety projects.

**Strategies** are non-engineering tools that can help address road user behavior, improve emergency services, and build a culture of safety.

**Systemic safety** defines an analysis and improvement approach based on roadway and environmental factors correlated with crash risk (rather than targeting locations solely on documented crash history). The approach takes a broad view to evaluate risk across an entire roadway system.

# INTRODUCTION

This chapter serves as a standalone local roadway safety plan (LRSP) for the Town of Hillsborough. It was developed concurrently with the Countywide LRSP; therefore, some discussion will refer back to the Countywide LRSP to avoid redundancy.

However, because every community has unique safety challenges, this LRSP includes individually tailored emphasis areas, crash trends, prioritized project lists, project scope recommendations, Safe System-aligned recommendations, and implementation/monitoring recommendations. A living document, this LRSP is designed to be flexible and responsive to evolving community needs. The Town will revisit and update this LRSP at least every five years.

The Town of Hillsborough has a 2023 population of 10,962 per California Department of Finance. The Town has 82 total centerline miles per Caltrans 2022 California Public Road Data. From 2018 through 2022, there were 11 reported crashes on surface streets in the Town and 2 fatal/severe injury crashes. In that time period, pedestrians were involved in 11 percent of all reported crashes and 20 percent of fatal/severe injury crashes. Bicyclists were involved in 18 percent of all reported crashes and 40 percent of fatal/severe injury crashes. The LRSP provides Safe System-aligned strategies tailored to Hillsborough's crash history and local priorities, as well as performance measures to evaluate progress.

This LRSP was informed by technical analysis as well as from input from key stakeholders and the general public. The following sections describe the plan development and recommendations.

## Contents

This LRSP provides the following:

	A vision and associated goals		Policies, plans, guidelines and standards
	Crash data and trends		Safe System – aligned recommendations
	Engagement and coordination activities		Implementation and tracking
	Prioritized projects and social equity considerations		

Upon Council adoption and affirmation of the plan's vision and goals in 2024, this plan will be posted online by the Town for public viewing.

# VISION AND GOALS

The Town of Hillsborough's vision for roadway safety is:

- Eliminate all traffic fatalities and reduce the number of non-fatal crashes by 50 percent by 2050.

To support this vision, the Town has established the following goals:

1. Regularly review crash history and community needs to identify and prioritize opportunities to reduce crash risk for roadway users of all ages and abilities.
2. Implement safety countermeasures systemically and as part of all projects to target emphasis areas and underserved communities.
3. Promote plan recommendations with identified safety partners to incorporate roadway safety through safety projects and educational campaigns in Hillsborough.
4. Provide opportunities for community engagement to identify issues and inform safety solutions across the community.
5. Embrace the Safe System Approach to promote engineering and non-engineering strategies in the community.
6. Identify opportunities to incorporate social equity into safety improvements.
7. Monitor implementation of the Hillsborough LRSP to track progress towards goals.

## PLAN DEVELOPMENT

### Existing Safety Efforts

This LRSP relies on Hillsborough's solid foundation of plans, policies, and programs that support safe, equitable mobility in the town. For a list of the Town of Hillsborough's existing initiatives and ongoing efforts to build a Safe System, see Table 1:

Table 1. Town of Hillsborough Safety Policies, Plans, Guidelines, Standards, and Programs

Program Name	Program Description	Safe System Elements
<b>San Mateo C/CAG Safe Routes to School (SR2S) Program Guide</b>	The SR2S program works to make it easier and safer for students to walk and bike to school. C/CAG partners with the County Office of Education to increase biking and walking and safe travel to school. Annual reports summarize schools' participation.	Safe Roads Safe Speeds Safe Road Users
<b>Eucalyptus Pathway</b>	The Town has an ongoing project, identified through prior planning processes to construct a 1,900-foot-long ADA-accessible path. The Town has received funding from San Mateo County Transportation Authority and the project is under construction.	Safe Roads



Program Name	Program Description	Safe System Elements
<b>Pedestrian Master Plan</b>	The Town is currently preparing its Bicycle and Pedestrian Pathway Master Plan. The Plan will be a guidance document for the Town to identify bicycle- and pedestrian-friendly pathways.	Safe Roads

## Safety Partners

A variety of agency staff and community partners were involved throughout the development of this LRSP and played an integral role in identifying priorities, providing local context, and reviewing the existing conditions analysis. Many of the strategies identified in this plan will require coordination with these partners and their support of Hillsborough's effort to create a culture of roadway safety. While additional partners may be identified in the future, those involved in development of the LRSP include:

- City/County Association of Governments of San Mateo County (C/CAG)
- County Public Health
- Office of Sustainability
- San Mateo County Office of Education (SMCOE)
- San Mateo County Transportation Authority (SMCTA)
- California Highway Patrol
- Metropolitan Transportation Commission (MTC)
- Silicon Valley Bicycle Coalition (SVBC)
- Caltrans
- Hillsborough Police Department

## Community Engagement and Input

This LRSP includes community members' experiences and concerns gathered from project team hosted pop-up events and an interactive webmap.

### ENGAGEMENT TIMELINE AND EVENTS

The project team hosted a series of public engagement events countywide to support the concurrent development of the Countywide LRSP and of the Town's plan. These events focus on jurisdiction-specific issues and on countywide concerns. The table below lists the events, organized by themed engagement phases, and is followed by the community input themes we heard.

Table 2. Community Engagement Phases and Events

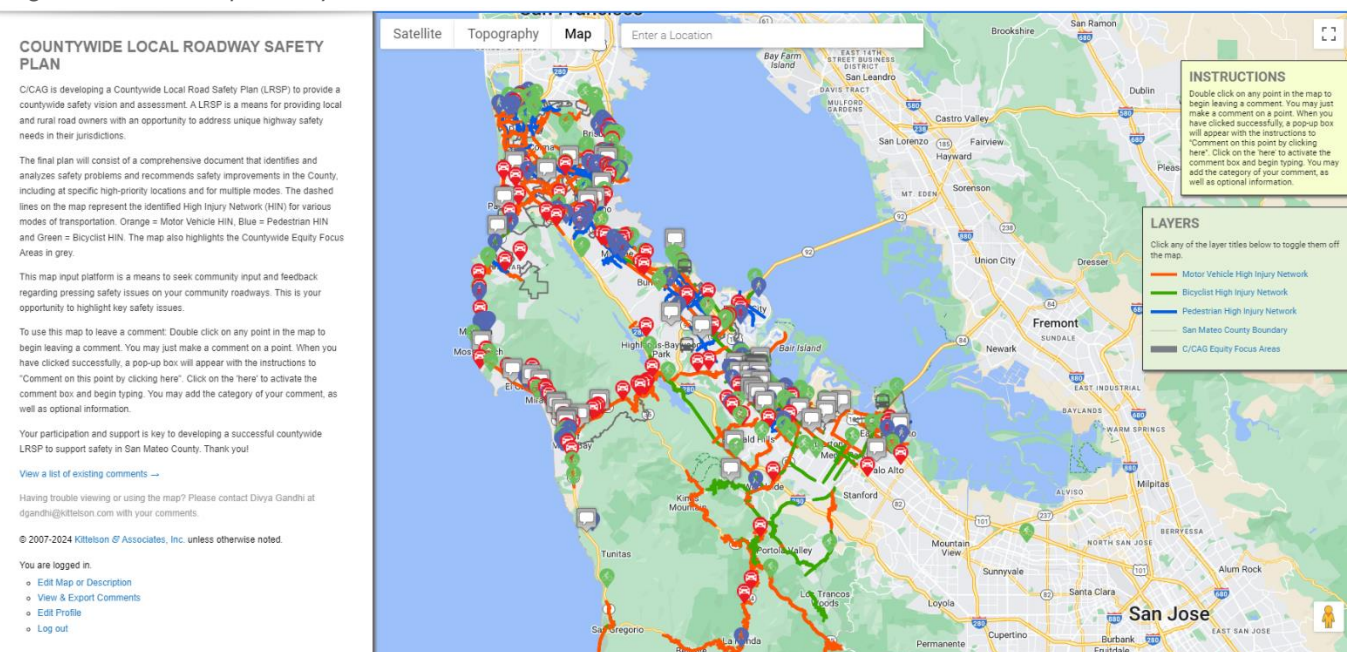
Date	Event	Location
August 10, 2023	<b>Countywide Virtual Kickoff Meeting:</b> Shared the purpose and timing of the plan	Virtual meeting (recorded and posted to plan website)
August 16, 2023		East Palo Alto

Date	Event	Location
August 19, 2023	<b>Phase 1 Pop-up/Tabling Event:</b> Shared crash data analysis; received input on locations and safety concerns	Half Moon Bay Farmers Market
August 20, 2023		Foster City Summer Days
August 27, 2023		San Carlos Block Party
August – September, 2023	<b>Phase 1 Concurrent Online Input</b>	Online webmap (countywide input)
December 17, 2023	<b>Phase 2 Pop-up/Tabling Event:</b> Shared draft prioritized locations and types of engineering recommendations; received comments on locations and votes/input on types of treatments and desired locations	Belmont Farmers' Market
December 20, 2023		Woodside Public Library
January 9, 2024		Colma BART Station
January 16, 2024		Atherton Library
January 18, 2024		Brisbane Farmers' Market
February 7, 2024		Portola Valley Bicycle, Pedestrian, & Traffic Safety Committee
March – April 2024	<b>Phase 3 Draft Plan</b> Share the draft plan publicly on the project website, through electronic distribution channels, and with presentations to C/CAG Committees and the Board.	Various

## ONLINE MAP SURVEY

The project team made an online countywide webmap tool and survey available during August and September 2023 for the public to provide comments and respond to questions to guide the plan's development (see ).

Figure 1. Online Map Survey Tool



Respondents were able to record location-specific feedback, associate a travel mode, and leave a detailed comment pertaining to a safety concern.

Countywide, there were a total of 528 comments recorded by 352 respondents. There was one comment made within the Town which was a comment that there is a general lack of coordination between cities in roadway safety planning. That comments is provided in Appendix A.

The Town may continue to monitor its SeeClickFix reports to monitor issues identified by residents and visitors.

## CRASH DATA & TRENDS

This section provides an overview of the five years of crash data used for this analysis. The data were downloaded from the Transportation Injury Mapping System<sup>1</sup> (TIMS) Crash database representing the full years 2018 through 2022. TIMS is a commonly used data source for safety plans. This analysis includes only crashes for which some level of injury is reported and excludes property damage only (PDO) crashes. We removed crashes along grade-separated freeways from the dataset, but we retained crashes that occur along at-grade State Highway facilities and those that occurred within the influence area of freeway ramp terminal intersections.

The crash records used provide the best available data for analysis but do not account for crashes that go unreported or for near-miss events. This plan includes recommendations that would improve jurisdictions' ability to capture one or both of those elements and enhance future crash analyses.

The discussion that follows provides a high-level overview of crash trends that informed the plan recommendations. For a more complete description of trends and findings, refer to Appendix C.

### Emphasis Areas

The project team analyzed crash data in Hillsborough and compared countywide trends to establish emphasis areas. Emphasis areas are crash dynamic, behavioral, or road user characteristics that the Town can focus on to maximize fatal and severe injury reduction on local roads.

A review of crash data and input led to the development of the following emphasis areas for the Town of Hillsborough:

1. **Pedestrian and bicyclist safety.** Countywide, pedestrians were involved in 13 percent of injury crashes but 23 percent of fatal/severe injury crashes, showing a disproportionate involvement in the most severe outcomes. Similarly, bicyclists were involved in 13 percent of injury crashes but 20 percent of fatal/severe injury crashes. In Hillsborough, among five reported F/SI crashes, a pedestrian was involved in one and bicyclists were involved in two. There was one recorded pedestrian F/SI crash and two recorded bicyclist F/SI crashes (out of 5 F/SI crashes in the period).
2. **Nighttime/low light safety.** Countywide, crashes occurring in dark conditions—especially in dark, unlit conditions—are more severe than those that occur in daylight. Motor vehicle crashes in dark, unlit conditions have about double the average severity when they occur compared to crashes in daylight. In Hillsborough, 9 or 33 percent of motor vehicle crashes occurred in dark conditions.
3. **Unsignalized intersections on arterials/collectors.** Countywide, crashes for all modes most frequently occurred at the intersection of higher order and lower order roadways – most commonly along arterial

<sup>1</sup> Transportation Injury Mapping System, <http://tims.berkeley.edu>

and collector roadways. Pedestrian and bicyclist crashes most frequently occur at unsignalized intersections.

4. **Motor vehicle speed related roadway segment crashes.** Countywide, motor vehicle crashes were more severe along roadway segments than at any other location type; unsafe speed was the most commonly cited the primary crash factor (27 percent of injury crashes and 23 percent of fatal/severe injury crashes). In Hillsborough, “Too fast for conditions” was cited for 4 out of 38 reported injury crashes (11 percent).
5. **High speed roadways (35+mph).** Countywide, crashes on roadways with posted speeds 40mph or higher had an average crash severity per mile 13 times higher than along roadways with posted speeds of 25 mph or less.
6. **Alcohol involvement.** Countywide, one in ten (10 percent) of motor vehicle injury crashes and one in five F/SI motor vehicle crashes (19 percent) involved alcohol. In Hillsborough, 13 percent of all reported injury crashes involve impaired driving.

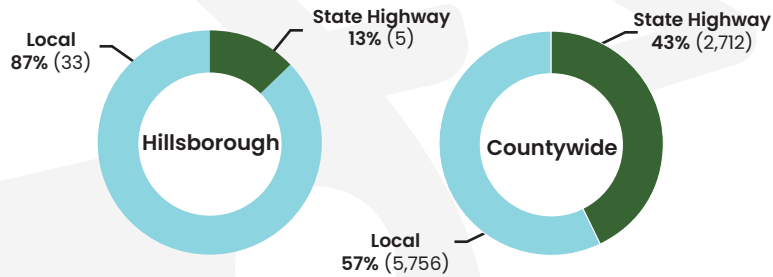
The next pages present summary findings from a crash data review that compares the Town of Hillsborough to countywide trends in these emphasis areas. It includes summary statistics related to the above-cited emphasis areas but also shows:

- The share of local crashes that occurred on or at a State Highway facility compared to Countywide levels.
- The most frequently reported local crash types compared to Countywide levels.
- The share of bicyclist and motor vehicle crashes among all injury crashes and among F/SI crashes. Countywide and locally, bicyclist crashes account for a higher share of F/SI crashes than among all injury levels.
- The share of local and Countywide crashes occurring in dark conditions for crashes of all injury levels and for F/SI crashes (organized by mode).
- Reported pedestrian and bicyclist crashes summarized by the most common preceding movements countywide, with a comparison of those movements’ share of local crashes to Countywide shares.
- The local and Countywide share of crashes involving drugs or alcohol and involving drivers under age 30.

# Hillsborough—Injury & Fatal Crash History

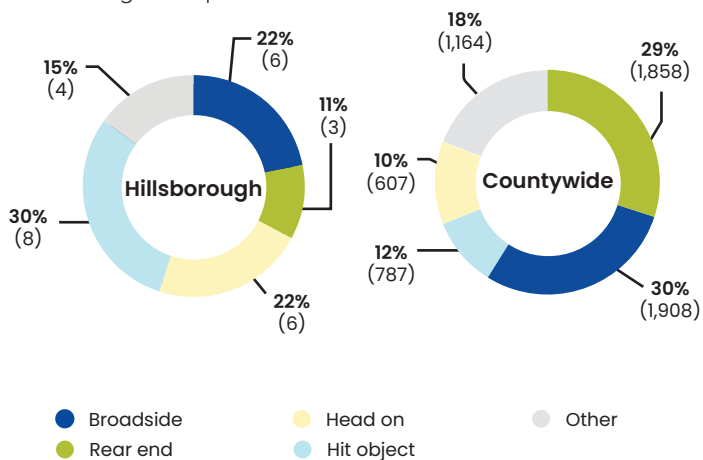
## Total Crashes

In Hillsborough, 38 injury crashes, including 1 fatal crash were reported on at-grade facilities between 2018 – 2022, where:



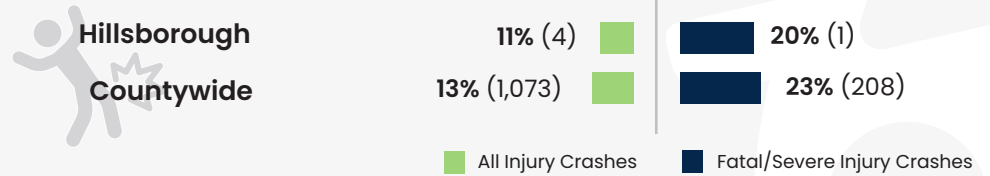
## Most Frequent Collision Types

Broadside, rear-end, head-on, and hit-object crashes were the most common crash types in the region. Here is how Hillsborough compares:

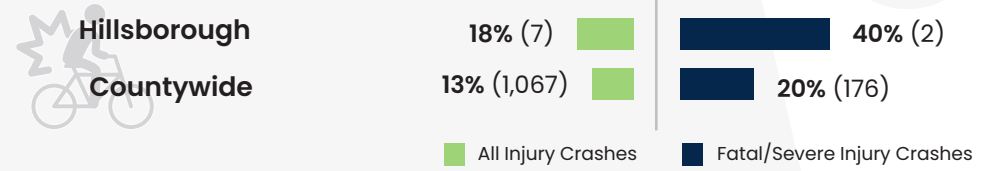


## Mode Involvement

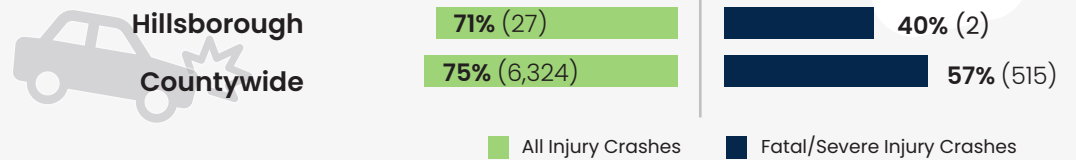
### Pedestrian Crashes (4)



### Bicycle Crashes (7)



### Motor Vehicle<sup>1</sup> Crashes (27)



**13% (5)**

of reported collisions in Hillsborough involved drugs or alcohol

**8% (625)**

Compared to the countywide total, where 8% (625) of reported collisions involved drugs or alcohol

1. Motor crashes include motor vehicles and motorcyclists.

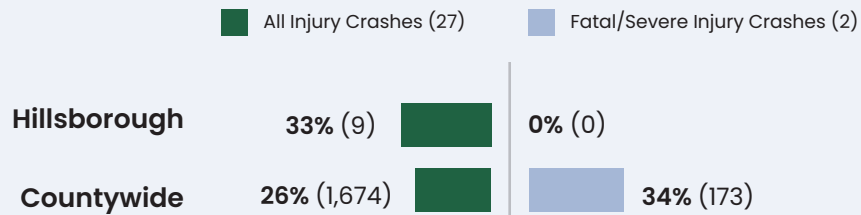
2. Young driver crashes are crashes that involve at fault drivers who are under 30 years old.

# Hillsborough—Injury & Fatal Crash History

## Dark Conditions

Crashes reported in nighttime conditions were found to be more severe—especially in dark, unlit conditions. Here is how Hillsborough compares to Countywide crashes:

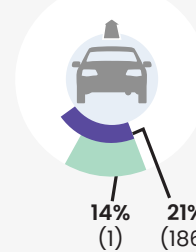
### Share of Motor Vehicle Crashes in Dark Conditions (9)



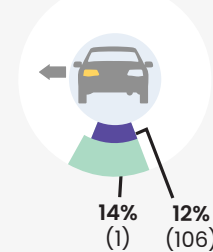
## Reported Bicycle Crashes (7)

### Bicyclist Proceeding Straight

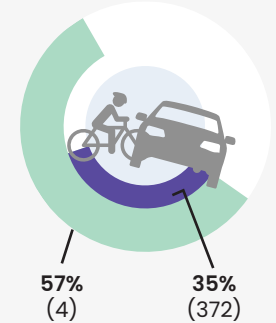
Motorist proceeding straight



Motorist making left turn

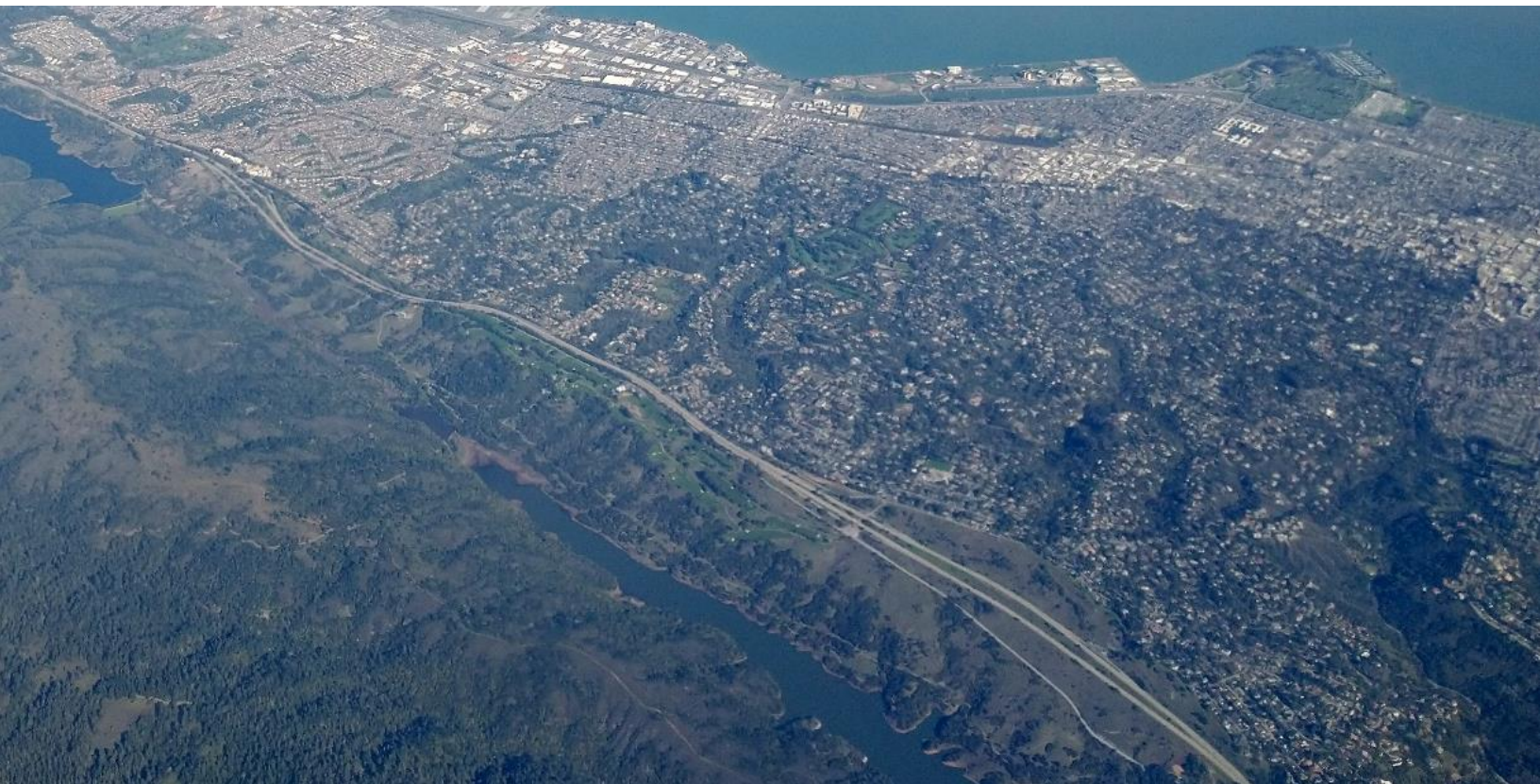


### Perpendicular Bicyclist Crashes



● Agency ● Countywide





## Countywide High Injury Network

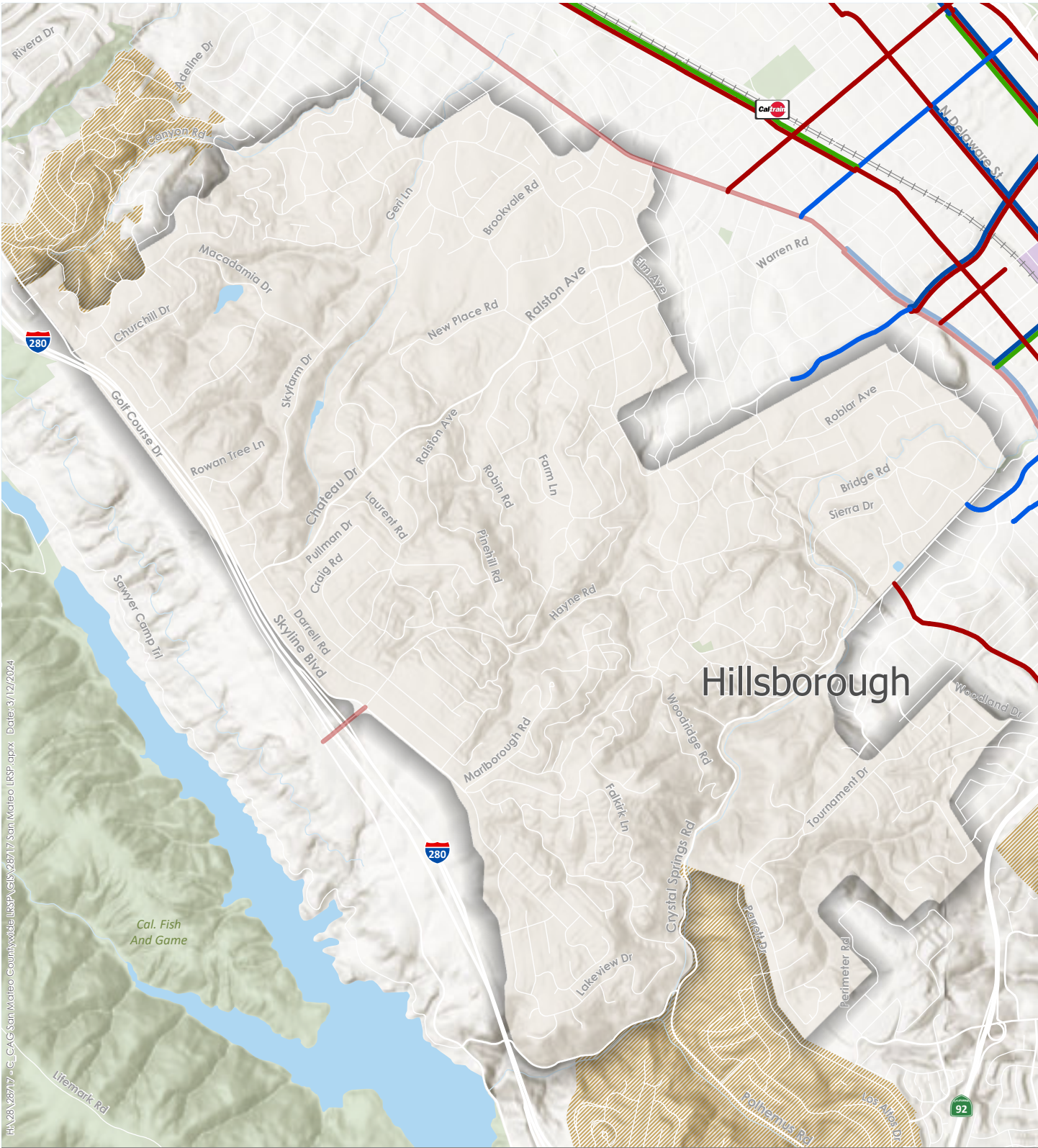
In addition to the systemic analysis findings, the analysis included countywide spatial analysis to identify a countywide high injury network for each travel mode (pedestrians, bicyclists, and motor vehicles). The countywide HIN results were folded into the subsequent regional and local prioritization (described in the next section). Additionally, the characteristics of the HIN and crashes along them were identified as risk factors and incorporated into emphasis areas and into a systemic portion of the prioritization process. Table 3 and Figure 2 show the HIN segments identified within the Town.

Table 3. Countywide HIN Segments in Hillsborough






Roadway name	All County Jurisdiction(s) including this HIN Roadway	Total Length, all jurisdictions included (mi)	Motor Vehicle HIN	Bicyclist HIN	Pedestrian HIN
--------------	---	---	-------------------	---------------	----------------





Golf Course Dr	Hillsborough, Unincorporated	0.2	X		
----------------	------------------------------	-----	---	--	--








H:\28\28717 - CAG San Mateo Countywide IRSP\GIS\28717\_San\_Mateo\_IRSP.aprx Date: 3/12/2024

-  Schools
-  BART Station
-  Caltrain Station
-  Unincorporated Places
-  Parks

- Local HIN**
-  Motor Vehicle
  -  Bicycle
  -  Pedestrian
  -  C/CAG Equity Focus Areas

- Highway HIN**
-  Motor Vehicle
  -  Bicycle
  -  Pedestrian

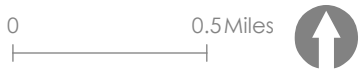


Figure 2

**Pedestrian + Bicyclist + Motor Vehicle  
Combined High Injury Network (HIN)  
Town of Hillsborough, CA**



# PROJECT IDENTIFICATION & PRIORITIZATION

## Methodology

Using the results of the crash data analysis and adding a focus on social equity, the project team identified priority locations for the Town to target for future safety improvements. The prioritization used three equally weighted factors to prioritize locations for safety projects:

- **Crash history** – used to identify the locations with the highest reported five-year crash frequency and severity.
- **Social equity** – used to identify locations where projects would benefit disadvantaged populations and align with future grant funding opportunities that emphasize social equity.
- **Systemic factors** – used to identify locations that have roadway and land use characteristics associated with crash frequency and severity. Using systemic factors emphasizes a proactive rather than purely reactive approach. Each factor was weighted relative to the other factors based on the average severity of relevant crashes (for example, if pedestrian crashes on arterials/collectors were overall twice as severe as pedestrian crashes at unsignalized intersections overall, then the former would be weighted twice the latter).

Each factor is comprised of multiple criteria and overlaid on jurisdictions’ roadway data to identify locations for future safety projects. The prioritization process was conducted three times, one for each travel mode. The weighting scheme for each mode is presented in the three figures below (Figure 3, Figure 4, and Figure 5).

Figure 3. Pedestrian Prioritization Factor/Criteria Weighting (Sum to 100 Percent)

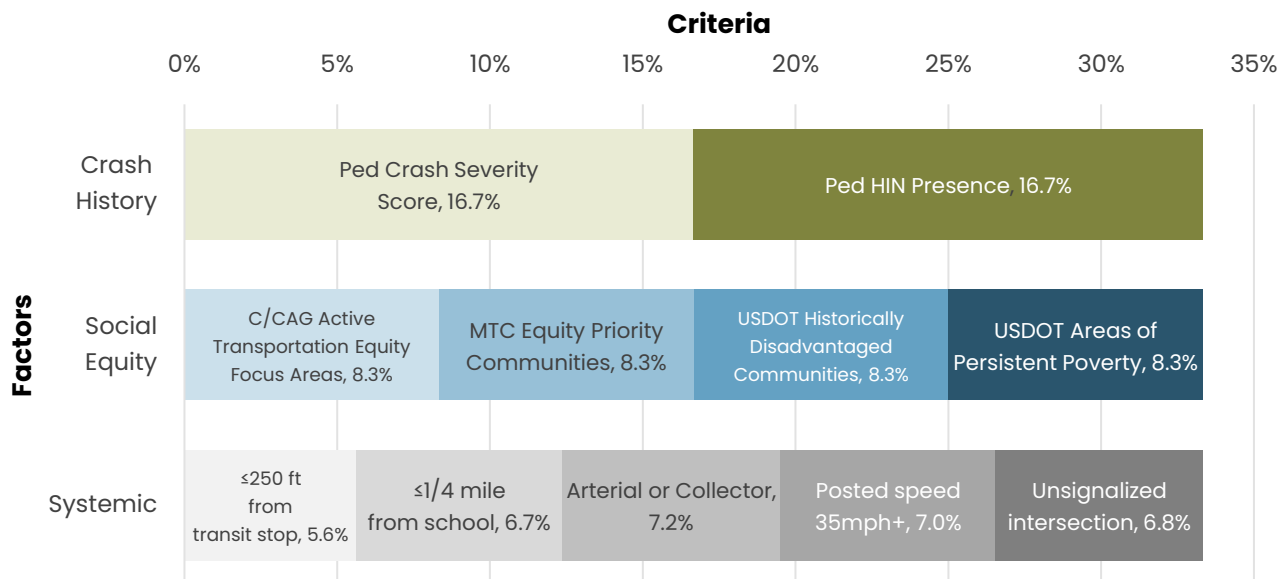


Figure 4. Bicycle Prioritization Factor/Criteria Weighting (Sum to 100 Percent)

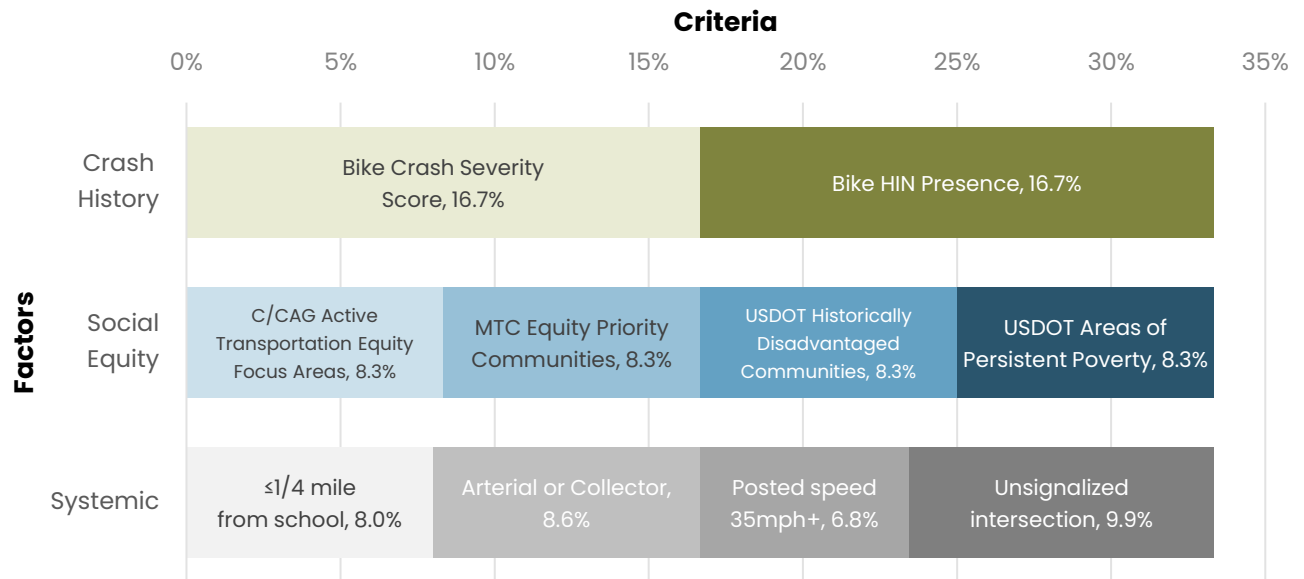
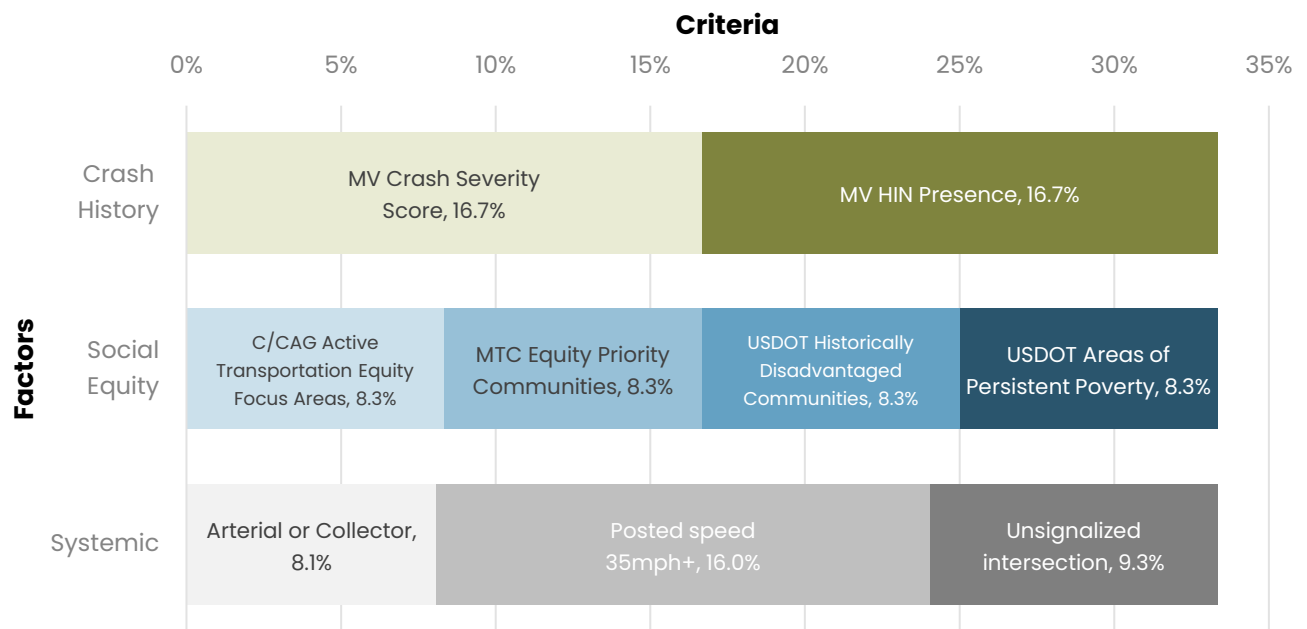


Figure 5. Motor Vehicle Prioritization Factor/Criteria Weighting (Sum to 100 Percent)



## Social Equity

Social equity is a critical factor for project prioritization, and emphasizing social equity within a project prioritization process helps to promote infrastructure spending and improvements in disadvantaged and/or disinvested neighborhoods. We considered and included multiple local, regional, and national datasets for social equity prioritization to reflect different measures available and because available funding opportunities use different indicators. The prioritization included measures accounting for all of the following indicators:

- C/CAG Active Transportation Equity Focus Areas
- MTC Equity Priority Communities
- USDOT Historically Disadvantaged Communities
- USDOT Areas of Persistent Poverty

Layering in these four indicators allows the prioritization to identify more locations that may meet the criteria for just one of these indicators while still elevating locations that show up in multiple or all indicators. The raw scoring data also equips the Town to understand which locations meet which measures.

## Results

The prioritization resulted in the following top locations. For more details (including the scores of each location), consult Appendix D. Figure 6 also shows the locations.

Table 4. Priority Locations

ID	Location	Corridor/ Intersection	State Highway?	Motor Vehicle Emphasis	Bicycle Emphasis	Pedestrian Emphasis
1	Skyline Blvd and Skyfarm Dr	Intersection	No	X	X	X
2	Hayne Rd and Golf Course Dr	Intersection	No	X	X	
3	Skyline Blvd and Butternut Dr	Intersection	No	X	X	X
4	Skyline Blvd and Rowan Tree Ln	Intersection	No	X	X	X
5	El Cerrito Ave and Gramercy Dr	Intersection	No	X	X	X
6	Santa Inez Ave and Arlington Ln	Intersection	No	X		
7	Black Mountain Rd and Denise Dr	Intersection	No	X		
8	Black Mountain Rd and Wedgewood Dr	Intersection	No	X		X
9	Merner Rd and Crystal Springs Rd	Intersection	No	X	X	X
10	Crystal Springs Ter and Crystal Springs Rd	Intersection	No	X	X	X

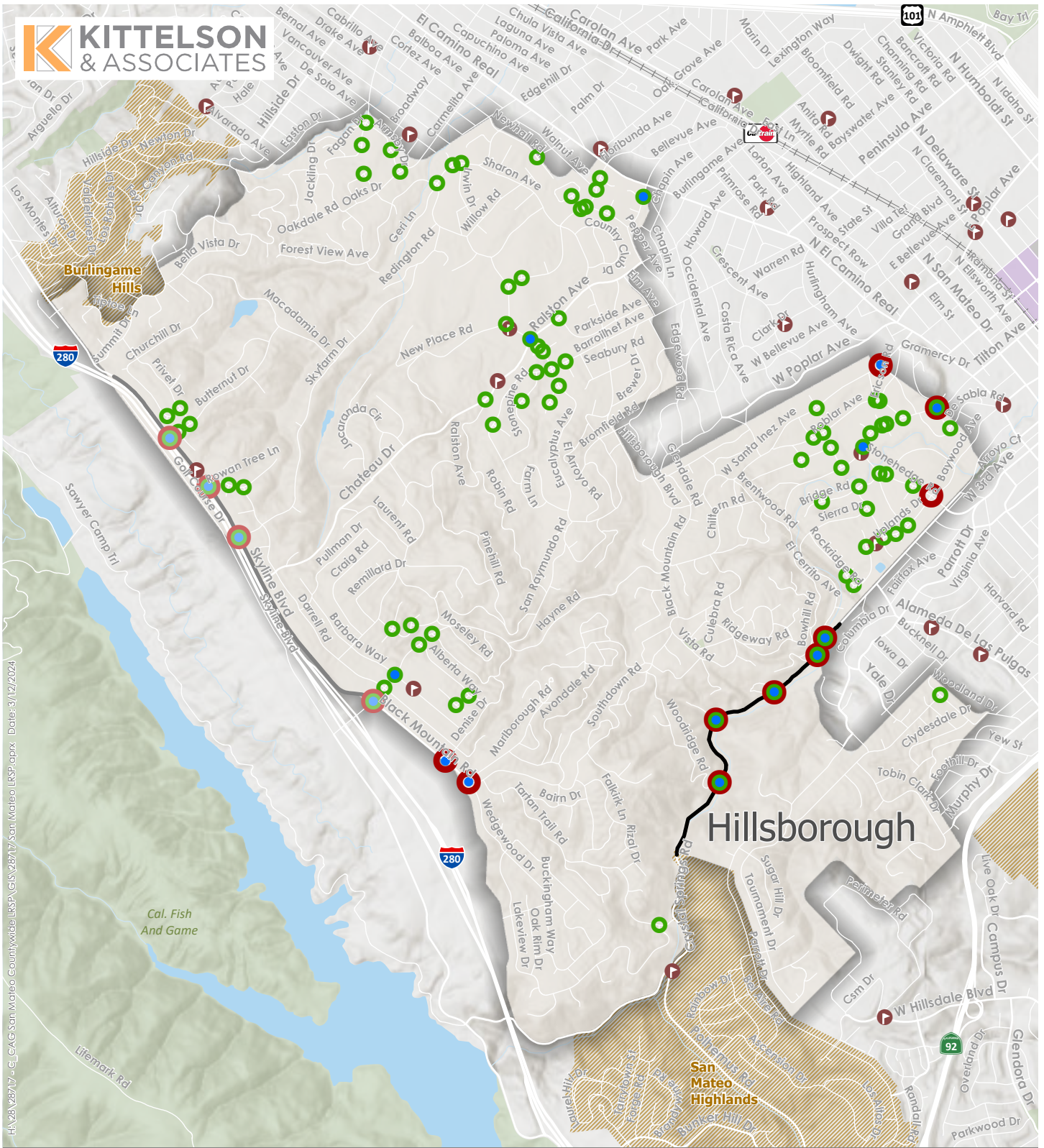
ID	Location	Corridor/ Intersection	State Highway?	Motor Vehicle Emphasis	Bicycle Emphasis	Pedestrian Emphasis
11	Crystal Springs Rd and Ridgeway Rd	Intersection	No	X	X	X
12	Woodridge Rd and Crystal Springs Rd	Intersection	No	X	X	X
13	Crystal Springs Rd and El Cerrito Ave	Intersection	No	X	X	X
14	Stonehedge Rd and Baywood Ave	Intersection	No	X		
15	Hayne Rd and Golf Course Dr	Intersection	Yes			X
16	Kammerer Ct and Bellevue Ave	Intersection	No		X	X
17	Black Mountain Rd and Denise Rd	Intersection	No			X
18	Barbara Way and Hayne Rd	Intersection	No			X
19	El Cerrito Ave and Stonehedge Rd	Intersection	No		X	X
20	Eucalyptus Ave and Ralston Ave	Intersection	No		X	X
21	Stonepine Rd and Barroilhet Ave	Intersection	No		X	
22	Ralston Ave and Chateau Dr	Intersection	No		X	
23	Homeplace Ct and Barroilhet Ave	Intersection	No		X	
24	Eucalyptus Ave and Tamarack Dr	Intersection	No		X	
25	Stonepine Rd and Stonepine Ct	Intersection	No		X	
26	Tamarack Dr and Farmhill Ct	Intersection	No		X	
27	Tartan Trail Rd and Lakeview Dr	Intersection	No		X	
28	Downey Way and Acorn Dr	Intersection	No		X	
29	Fagan Dr and Margo Ln	Intersection	No		X	
30	Fagan Dr and Jackling Dr	Intersection	No		X	
31	Irwin Dr and Forest View Ave	Intersection	No		X	

ID	Location	Corridor/ Intersection	State Highway?	Motor Vehicle Emphasis	Bicycle Emphasis	Pedestrian Emphasis
32	Forest View Ave and Denham Ct	Intersection	No		X	
33	Carmelita Ave and Armsby Dr	Intersection	No		X	
34	Armsby Dr and Reynolds Ct	Intersection	No		X	
35	Eucalyptus Ave and Geri Ln	Intersection	No		X	
36	El Cerrito Ave and Waverly Pl	Intersection	No		X	
37	Warm Canyon Way and Remillard Dr	Intersection	No		X	
38	Hayne Rd and Darrell Rd	Intersection	No		X	
39	Remillard Dr and Mosswood Rd	Intersection	No		X	
40	Barbara Way and Hayne Rd	Intersection	No		X	
41	Camphor Ct and Rowan Tree Ln	Intersection	No		X	
42	Sherwood Ct and De Sabla Rd	Intersection	No		X	
43	Roehampton Rd and Richmond Rd	Intersection	No		X	
44	El Cerrito Ave and Poett Rd	Intersection	No		X	
45	Roblar Ave and Milford Ave	Intersection	No		X	
46	Laureldale Rd and Bridge Rd	Intersection	No		X	
47	Roehampton Rd and Poett Rd	Intersection	No		X	
48	Santa Inez Ave and Santa Maria Ln	Intersection	No		X	
49	Stonehedge Rd and St Francis Rd	Intersection	No		X	
50	Roblar Ave and El Cerrito Ave	Intersection	No		X	
51	Roblar Ave and Severn Ave	Intersection	No		X	
52	Roblar Ave and Ericson Rd	Intersection	No		X	
53	El Cerrito Ave and Wickham Pl	Intersection	No		X	

ID	Location	Corridor/ Intersection	State Highway?	Motor Vehicle Emphasis	Bicycle Emphasis	Pedestrian Emphasis
54	Fallenleaf Dr and Bridge Rd	Intersection	No		X	
55	Homs Ct and El Cerrito Ave	Intersection	No		X	
56	Stonehedge Rd and Bridge Rd	Intersection	No		X	
57	Floribunda Ave and Pepper Ave	Intersection	No		X	
58	Floribunda Ave and Highgate Ln	Intersection	No		X	
59	Fairway Cir and Floribunda Ave	Intersection	No		X	
60	Pepper Ave and Summerholme Pl	Intersection	No		X	
61	Newhall Rd and Willow Ave	Intersection	No		X	
62	Alberta Way and Roberts Way	Intersection	No		X	
63	Alberta Way and Hayne Rd	Intersection	No		X	
64	Robinwood Ln and Hayne Rd	Intersection	No		X	
65	Roberts Way and	Intersection	No		X	
66	Butternut Dr and Privet Dr	Intersection	No		X	
67	Churchill Dr And	Intersection	No		X	
68	Privet Dr and Churchill Dr	Intersection	No		X	
69	Grevillea Ct and Butternut Dr	Intersection	No		X	
70	Rowan Tree Ln and Darrell Rd	Intersection	No		X	
71	Poett Rd and Roblar Ave	Intersection	No		X	
72	Redwood Dr and Sierra Dr	Intersection	No		X	
73	Bridge Rd and Redwood Dr	Intersection	No		X	
74	Fallenleaf Dr and Uplands Dr	Intersection	No		X	
75	Uplands Dr and Normandy Ct	Intersection	No		X	
76	Uplands Dr and Redwood Dr	Intersection	No		X	
77	Uplands Dr and Rockridge Rd	Intersection	No		X	

<b>ID</b>	<b>Location</b>	<b>Corridor/ Intersection</b>	<b>State Highway?</b>	<b>Motor Vehicle Emphasis</b>	<b>Bicycle Emphasis</b>	<b>Pedestrian Emphasis</b>
<b>78</b>	Rockridge Rd and Greenbriar Way	Intersection	No		<b>X</b>	
<b>79</b>	Rockridge Rd and Creekwood Way	Intersection	No		<b>X</b>	
<b>80</b>	Barroilhet Ave and Conifer Ln	Intersection	No		<b>X</b>	
<b>81</b>	Eucalyptus Ave and Barroilhet Ave	Intersection	No		<b>X</b>	
<b>82</b>	Woodland Dr and Tournament Dr	Intersection	No		<b>X</b>	
<b>83</b>	Fairway Cir and Fairway Cir	Intersection	No		<b>X</b>	
<b>84</b>	Floribunda Ave and Walnut Ave	Intersection	No		<b>X</b>	
<b>85</b>	Eucalyptus Ave and New Place Rd	Intersection	No		<b>X</b>	
<b>86</b>	Eucalyptus Ave and Floribunda Ave	Intersection	No		<b>X</b>	
<b>87</b>	Floribunda Ave and Madrone Pl	Intersection	No		<b>X</b>	
<b>88</b>	Eucalyptus Ave and Bayberry Pl	Intersection	No		<b>X</b>	
<b>89</b>	Parkside Ave and Ralston Ave	Intersection	No		<b>X</b>	
<b>90</b>	Eucalyptus Ave and Tevis Pl	Intersection	No		<b>X</b>	
<b>91</b>	Skyline Blvd (SR 35), N town limit to Hayne Rd	Corridor	Yes	<b>X</b>	<b>X</b>	<b>X</b>
<b>91</b>	Crystal Springs Rd, El Cerrito Rd to S town limit	Corridor	No	<b>X</b>	<b>X</b>	<b>X</b>





**Local Priority Locations**

- Pedestrian Intersections
- Bicycle Intersections
- Motor Vehicle Intersections
- Non-Highway Priority Segments

**Highway Priority Locations**

- Pedestrian Intersections
- Bicycle Intersections
- Motor Vehicle Intersections
- Highway Priority Segments

- 🏠 Schools
- + C/CAG Equity Focus Areas

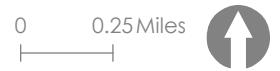


Figure 6

**Priority Intersections and Segments  
Town of Hillsborough, CA**

H:\28\28717 - C\_CAG San Mateo Countywide IIRSP\GIS\28717\_San\_Mateo\_IIRSP.aprx Date: 3/12/2024



# IMPROVEMENTS – ENGINEERING, POLICY & PROGRAMS

This section presents Safe System-aligned recommendations that can create levels of redundancy for traffic safety in the Town of Hillsborough. First is a table of engineering countermeasures proven to reduce fatal and severe injury crashes. The countermeasures align to the crash types as listed in the table. Complementing those countermeasures is a holistic set of policy and programmatic recommendations that will help align Town departments and partners in pursuit of the plan's vision and goals.

## Project Scopes

With the development of this plan the project team worked with the Town to identify two project locations or two groups of project locations to apply safety treatments. We worked from the list of priority project locations and used potential benefit-to-cost ratio to identify a suite of treatments the Town could consider at these locations. The Town can move forward with further project development and community engagement to advance solutions at these locations. They may also consider bundling some of the treatments identified with the same treatments at other, similar locations identified in this plan, for a systemic approach.

The project scopes were developed considering a Town-approved list of engineering countermeasures, which are presented as an engineering toolbox in the next section. The team prepared a suite of treatments to reduce crashes at the project locations. For each treatment, the list presents a planning-level cost of the treatments as recommended and the crash reduction benefit.

The scoped project locations include:

- El Cerrito Ave and Gramercy Dr. Recommended improvements include:
  - Installation of larger stop signs on all approaches
- Crystal Springs Rd—El Cerrito Ave to south town limit. Recommended improvements include:
  - Upgraded, larger stop signs and other warning or regulatory signs
  - Dynamic/variable speed warning signs

For more information on the location, cost, and crash diagnostics of these project scopes, see Appendix D.

## Engineering Countermeasure Toolbox

This section presents Safe System-aligned engineering recommendations that can create levels of redundancy for traffic safety in the Town of Hillsborough. First is a table of engineering countermeasures proven to reduce fatal and severe injury crashes. The countermeasures align to the crash types as listed in the table. Complementing those countermeasures is a holistic set of policy and programmatic recommendations that will help align Town departments and partners in pursuit of the plan's vision and goals.

Table 5. Town of Hillsborough Countermeasure Toolbox

Countermeasure Name	Applicable Location(s) <sup>1</sup>	Crash Types Applicable	Crash Reduction Factor (if Available)	Cost (if available) <sup>2</sup>	Systemic Opportunity?
Install flashing beacons as advance warning (SI)*	UI, R	Rear end, broadside	0.3	\$-\$\$	Medium
Install advance stop bar before crosswalk (bicycle box)*	UI	Pedestrian crashes, signalized local/arterial intersections	0.15	\$	High
Install/upgrade larger or additional STOP signs or other intersection warning or regulatory signs*	UI	Turning crashes related to lack of driver awareness	0.15	\$	High
Install dynamic/variable speed warning signs*	R	Driver behavior	0.3	\$	High

\*Indicates countermeasure is eligible for California HSIP funding as of the most recent funding cycle

1: UI = Unsignalized Intersection; SI = Signalized Intersection; R = Roadway segments; All = All of the above  
2: \$ = ≤\$50,000; \$\$ = \$50,000 - \$200,000; \$\$\$ = > \$200,000

## Proposed Policy, Program, and Guidelines Recommendations

In addition to the engineering countermeasures and projects recommended above, the Town aims to promote policies, programs, and standards that foster a culture of safety. The table below defines several policy and program recommendations organized into thematic categories. Implemented in cooperation with partners, these recommendations will deepen the dedication to safety shared throughout the community and round out the Town's Safe System Approach.

Table 6. Town of Hillsborough Policy and Program Recommendations

Category	Near-Term Recommendations	Long-Term or Ongoing Recommendations
Local Culture Shift (LCS)	LCS1: Transportation Safety Advisory Committee Participation	LCS2: High-Visibility Media Campaign
Local Enforcement Coordination (LEC)		LEC1: Law Enforcement Training LEC2: Speed Monitoring Awareness Radar Trailer
Local Funding (LF)	LF1: Dedicated Funding	LF3: Prioritize Investments
Local Education / Outreach (LEO)		LEO1: Roadway Safety Education in Schools LEO2: Engagement Accessibility LEO3: Educational Materials for New Facilities LEO4: Transportation Safety Campaign LEO5: Safe City Fleets LEO6: Conspicuity Enhancements and Education
Local Planning / Evaluation (LPE)		LPE1: Annual Review LPE2: Plan Update LPE4: Safe Routes to School LPE5: Data Quality Improvements LPE6: Crash Data Enhancements LPE7: Big Data LPE8: Speed Limits/Speed Management Plan

### NEAR-TERM ACTIONS

#### ***LCS1: Transportation Safety Advisory Committee Participation***

Actively participate in the newly-formed County Transportation Safety Advisory Committee (TSAC). Bring agenda items as relevant, including but not limited to:

- Safety project updates with every step along the project development process (studies initiated / under way / complete, funding identified, design phases initiated / under way / complete)
- Annual updates to the TSAC regarding implementation progress that may be relevant for C/CAG annual monitoring reporting (e.g., projects on identified priority locations and/or the regional High Injury Network, community engagement efforts and summaries, safety funding applied for / received)

- Opportunities for cross-jurisdiction coordination (e.g., roadways or intersections shared with adjacent jurisdictions or Caltrans)
- Requests for trainings / best practices that could be provided through the TSAC

**Lead agency:** Town of Hillsborough Public Works

---

### ***LF1: Dedicated Funding***

Propose ongoing, dedicated funding and staffing for implementation and monitoring of the safety plan, including presiding over the TSAC. This role may be fulfilled by a partial FTE or through staff augmentation.

**Lead agency:** Town of Hillsborough Public Works

## **LONG-TERM OR ONGOING ACTIONS**

---

### ***LCS2: High-Visibility Media Campaign***

Coordinate with County Public Health and the Town of Hillsborough Police Department to implement a local high-visibility media campaign pertaining to one or more emphasis areas identified in this plan.

Dedicated law enforcement with media supporting the enforcement activity to ensure public awareness.

Potential communication tools:

- Bus ads
- Social media
- Text messages

**Lead agency:** County Public Health

**Coordinating partners:** County Sheriff's Office, California Highway Patrol, Office of Sustainability, SMCOE, Town of Hillsborough Police Department, Town of Hillsborough Public Works

---

### ***LEC1: Law Enforcement Training***

Coordinate with the Town's Police Department to identify opportunities for integrating safety into training for new officers (e.g., NHTSA's pedestrian training for law enforcement).

Identify through the TSAC if opportunities for efficiency are available in coordination with the County Sheriff's Office or California Highway Patrol.

**Lead agency:** County Sheriff's Office

**Coordinating partners:** California Highway Patrol, Town of Hillsborough Public Works

---

### ***LEC2: Speed Monitoring Awareness Trailer***

Coordinate with Hillsborough PD to deploy a trailer to monitor speeds on streets and to raise awareness of speeding. It can be deployed long term along HIN and other arterials, or short term in neighborhoods. Use the priority locations and data in this plan to identify locations and schedule for deployment.

**Lead agency:** Town of Hillsborough Police Department

**Coordinating partners:** Town of Hillsborough Public Works

---

### ***LF3: Prioritize Investments***

Use the priority locations identified in this plan to determine safety project opportunities to advance for further project development and to identify funding. Identify pathways for improvement for the locations on the list.

Continue to engage the community to refine the priorities within the list of identified sites.

**Lead agency:** Town of Hillsborough Public Works

---

### ***LEO1: Roadway Safety Education in Schools***

Continue School Travel Fellowship Program to provide the following:

- Technical assistance to schools and planners to implement demonstration projects

- ATP Project Specialist to work with educators to provide technical assistance (bike rodeos, parent engagement workshops and resources, walk and bike audits, and additional support for walk/bike to school encouragement events) to schools in EPCs

**Lead agency:** SMCOE

**Coordinating partners:** County Public Health, Office of Sustainability, SVBC

---

### ***LEO2: Engagement Accessibility***

Plan community engagement efforts to be tailored for vulnerable road users and all travel modes. Make outreach materials available in accessible formats and multiple languages.

**Lead agency:** Town of Hillsborough Public Works

---

### ***LEO3: Educational Materials for New Facilities***

Develop and distribute educational materials and/or videos demonstrating how to navigate and interact with newer active transportation facilities (e.g., bike boxes, Pedestrian Hybrid Beacons, separated bike lanes, etc.) Include information about the purpose and goals of this infrastructure.

**Lead agency:** Town of Hillsborough Public Works

---

### ***LEO4: Transportation Safety Campaign***

Run education campaigns and outreach to foster community awareness of a shared responsibility for road safety. Use the emphasis areas highlighted in this plan as focus areas and target groups for a campaign.

**Lead agency:** Town of Hillsborough Public Works

**Coordinating partners:** C/CAG, County Public Health

---

### ***LEO5: Safe City Fleets***

Provide educational materials for Town staff who drive Town vehicles and integrate safety awareness training into contracting process with vendors who provide Town services. Other measures include installing safety features (such as pedestrian/obstacle detection and speed tracking) on Town vehicles and reporting on correction plans against unsafe driving.

**Lead agency:** Town of Hillsborough Public Works

---

### ***LEO6: Conspicuity Enhancements and Education***

Educate pedestrians, bicyclists, and other vulnerable users in the importance of wearing reflective clothing and traveling in well-lit areas. Additional measures could include distributing reflective clothing to residents.

**Lead agency:** Town of Hillsborough Public Works

---

### ***LPE1: Annual Review***

Provide an annual review of plan implementation progress. This review includes an update and presentation to Town Council as well as a written update to the TSAC so that C/CAG may compile county plan implementation status.

**Lead agency:** Town of Hillsborough Public Works

---

### ***LPE2: Plan Update***

Update the plan within five years of publication. The plan update will revise actions to reflect current crash trends and will integrate technological advancements and changes in best practices as needed.

**Lead agency:** Town of Hillsborough Public Works

---

### ***LPE4: Safe Routes to School***

Continue to participate in school safety assessments at all public and private schools, develop implementation plans for improvements up to one quarter mile from the schools.

Develop a plan and timeline to include all schools in the Town.

**Lead agency:** SMCOE

**Coordinating partners:** Town of Hillsborough Public Works

---

### ***LPE5: Data Quality Improvements***

Conduct one or more studies to address the following challenges:

- Integrating hospital and police data
- Providing a means to collect and incorporate near-miss data into safety analysis

**Lead agency:** C/CAG

**Coordinating partners:** County Sheriff's Office, Local Jurisdictions, Local Police Departments, Town of Hillsborough

---

### ***LPE6: Crash Data Enhancements***

Study integrating crash data with Police Department's tracking system for timely, efficient reporting and sharing of injury crashes, including geolocated data.

Review current crash data form and study existing best practices. Consider adding select visible disability statuses to the crash data form. If feasible and prudent, add this field to the crash data form.

**Lead agency:** County Sheriff's Office

**Coordinating partners:** California Highway Patrol, C/CAG, MTC

---

### ***LPE7: Big Data***

Coordinate with C/CAG through the TSAC to identify a pathway for obtaining and incorporating integrated curb-level activity data including volumes, paths, speeds, and behaviors of pedestrians, bicycles, vehicles, etc. These data are available from a number of big data sources on the market. The goal would be to enable improved data availability for safety planning.

**Lead agency:** C/CAG

**Coordinating partners:** MTC, SMCTA, Town of Hillsborough

---

### ***LPE8: Speed Limits/Speed Management Plan***

Per California Assembly Bill 43 (passed in 2021), identify business activity districts, safety corridors, and in areas with high ped/bike activities to implement reduced speeds.

To the extent possible, complement the speed reduction with design treatments like those identified in this plan to effect reduced speeds by the desired amount.

**Lead agency:** Town of Hillsborough Public Works

# IMPLEMENTATION & MONITORING

A key part of achieving Hillsborough’s vision is consistently evaluating roadway safety performance and tracking progress towards the goals. The Town of Hillsborough will develop a process to regularly collect data and information around the performance measures that can be used to assess changes townwide and at the top priority locations.

Implementation actions are organized by plan goals and grouped by time: near-term actions, which Hillsborough can initiate immediately, and longer-term actions, which may require coordination and additional staff time.

This section identifies recommendations for Hillsborough and other county-level safety partners to implement the plan. These are aligned with the Safe System Approach and include a framework to measure plan progress over time.

Table 7. Town of Hillsborough Goals and Measures of Success

GOAL	MEASURE OF SUCCESS
1. Regularly review crash history and community needs to identify and prioritize opportunities to reduce crash risk for roadway users of all ages and abilities.	<ul style="list-style-type: none"> <li>Number of LRSP project locations advanced through project development, reported at the agency level</li> <li>Annual and three-year total reported crashes, fatal/severe injury crashes, crashes by mode, and crashes by emphasis areas identified</li> </ul>
2. Implement safety countermeasures systemically and as part of all projects to target emphasis areas and underserved communities.	<ul style="list-style-type: none"> <li>Distribution at the jurisdiction level for safety projects within equity focus areas (C/CAG EFAs or MTC EPCs) versus outside these areas</li> <li>Report-backs to the Town Council and TSAC regarding community engagement, including information about outreach to disadvantaged communities where applicable.</li> <li>Implementation of a high-visibility media campaign</li> <li>Expansion of SRTS and Roadway Safety Education in Schools programs to more schools within the Town</li> </ul>
3. Promote plan recommendations with identified safety partners to incorporate roadway safety through safety projects and educational campaigns in Hillsborough.	<ul style="list-style-type: none"> <li>Community engagement included as part of all C/CAG-funded safety project development activities</li> <li>Number of engagement touchpoints and number of community member interactions townwide for safety plans or projects.</li> <li>Report-backs to the Town Council and TSAC regarding community engagement, including information about outreach to disadvantaged communities where applicable</li> </ul>
4. Provide opportunities for community engagement to identify issues and inform safety solutions across the community.	<ul style="list-style-type: none"> <li>Percent of school district participation in SRTS and roadway safety education opportunities</li> <li>Number of trainings Town staff have participated in regarding Safe System elements, available tools, or practices</li> </ul>

GOAL	MEASURE OF SUCCESS
	<ul style="list-style-type: none"> <li>Improved data availability or maintenance to enhance safety analysis and practice</li> </ul>
<p>5. Embrace the Safe System Approach to promote engineering and non-engineering strategies in the community.</p>	<ul style="list-style-type: none"> <li>See above in this table</li> </ul>
<p>6. Identify opportunities to incorporate social equity into safety improvements.</p>	
<p>7. Monitor implementation of the Hillsborough LRSP to track progress towards goals.</p>	



# Town of Hillsborough

---

San Mateo C/CAG Countywide LRSP