



DATE: June 18, 2019

CATEGORY: New Business

DEPT.: Public Works

TITLE: **El Camino Real Streetscape Plan,
Project 16-67**

RECOMMENDATION

1. Provide input and direction on the Draft El Camino Real Streetscape Plan concepts, including proposed removal of on-street parking to accommodate bikeways.
2. Direct staff to work with Caltrans to identify and advance opportunities to install bicycle and pedestrian improvements consistent with the El Camino Real Streetscape Plan as part of Caltrans' repaving project.

BACKGROUND

El Camino Real is a road corridor that extends approximately four miles through the City of Mountain View, connecting the City of Sunnyvale to the southeast with the cities of Palo Alto and Los Altos to the northwest. Northwest of Rengstorff Avenue, El Camino Real lies on the border of Mountain View and Los Altos, with Mountain View controlling land uses on the north side of the road and Los Altos controlling land uses on the south side of the road (see Figure 1).

El Camino Real is owned and operated by the State of California Department of Transportation (Caltrans). In Mountain View, it is an important transportation corridor and spine of activity for residents, workers, and visitors, connecting major shopping and employment destinations with freeways, neighborhood streets, and transit service. Unlike State freeways where there is no access to adjacent land uses, El Camino Real is an urban thoroughfare that functions as a linear activity corridor, with many businesses and other land uses that require access by all modes of transportation. In addition to motor vehicles, the corridor has the highest-performing transit service routes in the Santa Clara Valley Transportation Authority (VTA) system and has substantial pedestrian and bicycle activity.

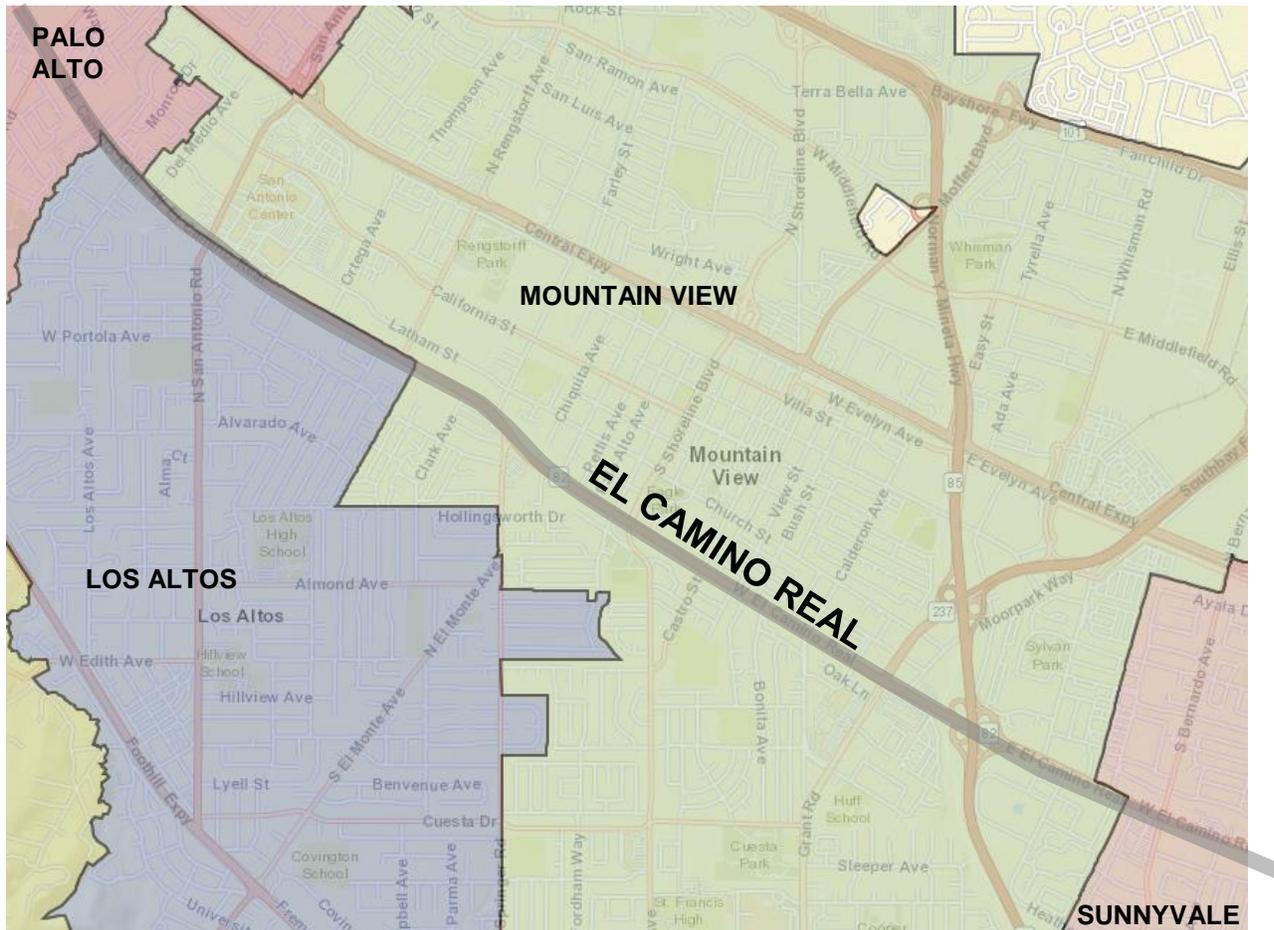


Figure 1 – Area Map of El Camino Real in Mountain View

Policy and Planning Context

The City of Mountain View 2030 General Plan identifies the El Camino Real corridor as a change area and envisions the corridor as “a revitalized boulevard that connects rather than divides the City, and as an attractive place to work, live, and play.” This vision closely reflects the Grand Boulevard Initiative (GBI) Vision adopted in 2006.

To support the General Plan vision for El Camino Real, the 2014 El Camino Real Precise Plan (ECRPP) established mobility-related guidelines and principles, including wider sidewalks, new pedestrian crossings, improved bus stops, no reductions in travel lanes, buffered or protected bicycle facilities, and removal of on-street parking. These guidelines are consistent with GBI Guiding Principles to attract investment along the corridor, create a pedestrian-oriented environment, develop a balanced multi-modal corridor, and strengthen pedestrian and bicycle connections.

Caltrans identifies implementation of Class IV protected bikeways on El Camino Real in Mountain View as a Tier 1 project in the 2018 District 4 Bike Plan. The VTA Countywide Bike Plan includes the corridor on its list of unbuilt cross-County bike corridors (CCBCs) recommended to be developed as a Class IV protected bikeway. VTA also identifies El Camino Real as one of the most stressful bike facilities in the County. In addition, El Camino Real is one of the three alignments being studied for a safe and high-quality bicycle corridor from Redwood City to Mountain View as part of the Managers Mobility Partnership's Peninsula Bikeway Alignment Study.¹

Plans of neighboring cities for El Camino Real include:

- The City of Sunnyvale Bicycle Plan identifies El Camino Real as a candidate for removal of on-street parking and bike installation. To date, a one-half-mile Class II bike lane has been implemented on El Camino Real between Sunnyvale Avenue and Fair Oaks Avenue.
- Los Altos' Bicycle Transportation Plan recommends improvements to bicycle commuting routes and end-of-trip accommodations along major roadways such as the El Camino Real corridor.
- Palo Alto's Bicycle and Pedestrian Transportation Plan recommends El Camino Real Class II bike lanes west of Maybell Avenue and Class III bike lanes east of Maybell Avenue, including additional analysis and public outreach to assess their feasibility.

This summer, Caltrans will complete installation of a Pedestrian Hybrid Beacon or High-Intensity Activated Crosswalk Beacon (HAWK) for crossing El Camino Real at Distel Circle (Los Altos).

Caltrans is also currently in the environmental clearance phase to repave El Camino Real from Highway 237/Grant Road to the San Mateo County line. As part of this project, Caltrans will also be upgrading the Americans with Disabilities Act (ADA) curb ramps. Caltrans expects to start design of the project in spring 2020 and begin construction in summer 2022.

¹ The Managers Mobility Partnership is a working group of the City Managers of Menlo Park, Mountain View, Palo Alto, and Redwood City and the senior land officials at Stanford, convened and hosted by Joint Venture Silicon Valley, to address shared transportation challenges.

Public Input

The El Camino Real Streetscape Plan's stakeholder and community engagement process has included several opportunities for providing input during plan development. Information on the Streetscape Plan is posted on the City's website at www.mountainview.gov/ECRstreetscape. City staff has conducted door-to-door outreach to all properties along El Camino Real within Mountain View and has distributed over 3,000 postcards to all property owners, businesses, and residences within the ECRPP area on four separate occasions in conjunction with community and public meetings. Lawn signs, e-mail blasts, a newspaper notice, and the City website were also used to publicize the following project-related events:

- Community/stakeholder meeting held on April 25, 2018;
- Meeting of the Mountain View Bicycle/Pedestrian Advisory Committee (B/PAC) on April 25, 2018;
- Joint meeting of the Mountain View B/PAC and Los Altos Complete Streets Commission on October 24, 2018;
- Community/stakeholder meeting on April 11, 2019; and
- Council Transportation Committee (CTC) meeting on May 13, 2019.

The project process has also included a series of interagency meetings with a Technical Advisory Committee, comprised of staff from the cities of Los Altos, Palo Alto, and Sunnyvale, as well as Caltrans and VTA.

Community, stakeholder, and agency input has been used to formulate, inform, and refine concepts presented in the draft plan. A summary of the input received is as follows:

- **Joint Mountain View B/PAC and Los Altos Complete Streets Commission Meeting**—Members from both cities supported provision of protected bicycle facilities along the El Camino Real corridor. They noted that these bike facilities would also improve pedestrian safety since pedestrians currently share the sidewalk with those bicyclists who prefer not to ride on the roadway.
- **Community/Stakeholder Meetings**—Community members who attended these meetings expressed interest and support for efforts to improve bicycle and pedestrian safety through implementation of Class IV protected bikeways and

pedestrian improvements at intersections. Some attendees commented on development plans at individual parcels or assemblages of parcels, including whether on-street parking could be allowed for new developments. Attendees also noted some specific parking concerns, including event-related spillover parking associated with the mortuary at 96 West El Camino Real (between Bay Street and Calderon Avenue). Attendees also commented on the poor pavement condition and the need for repaving, particularly between El Monte Avenue and Castro Street.

- **CTC Meeting** – The CTC and members of the public generally supported the draft mobility-related concepts, including implementation of Class IV protected bicycle facilities. The CTC requested the incorporation of placemaking features as part of the concept for the El Monte Avenue intersection and requested that staff work with Caltrans to incorporate pedestrian improvements into their pavement project where possible.

ANALYSIS

The Draft El Camino Real Streetscape Plan is developing design standards and options to achieve the mobility guidelines set forth in the ECRPP and the Caltrans District 4 Bike Plan. The design standards will be used by private developers and City capital improvement projects to improve mobility for all modes of travel (pedestrians, bicycles, transit, and motor vehicles) along the corridor and will ensure that a coherent and consistent streetscape for El Camino Real will emerge over time.

The Draft Concepts for the El Camino Real Streetscape Plan include road cross-section changes, new pedestrian/bicycle crossings, bikeway facilities, intersection improvements, and other streetscape enhancements, as described below.

Proposed Cross-Section Changes

The existing conditions on El Camino Real include three vehicle lanes in each direction, a median, and on-street parking within the 104' curb-to-curb width. With the addition of two 8' wide sidewalks, the typical public right-of-way is 120' wide (see Figure 2).

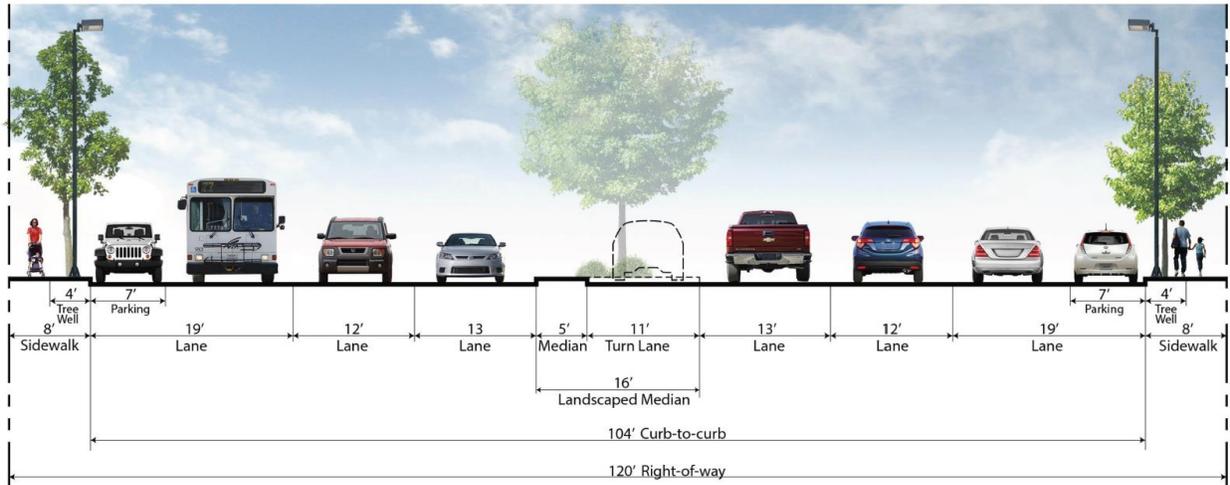


Figure 2 – Existing Typical Cross-Section

In accordance with the ECRPP, the Draft El Camino Real Streetscape Concept proposes four main streetscape features displayed in Figure 3:

- Replace existing on-street parking with Class IV protected bikeways, where space allows, and Class II bike lanes where space is constrained within the existing 104' curb-to-curb width;
- Widen the existing 8' sidewalk to 12', if a 4' easement is granted by the adjacent property owners, as described in the ECRPP;
- Install pedestrian and bicycle enhancements for various intersection types along the corridor; and
- Provide transit stop enhancement and treatments.

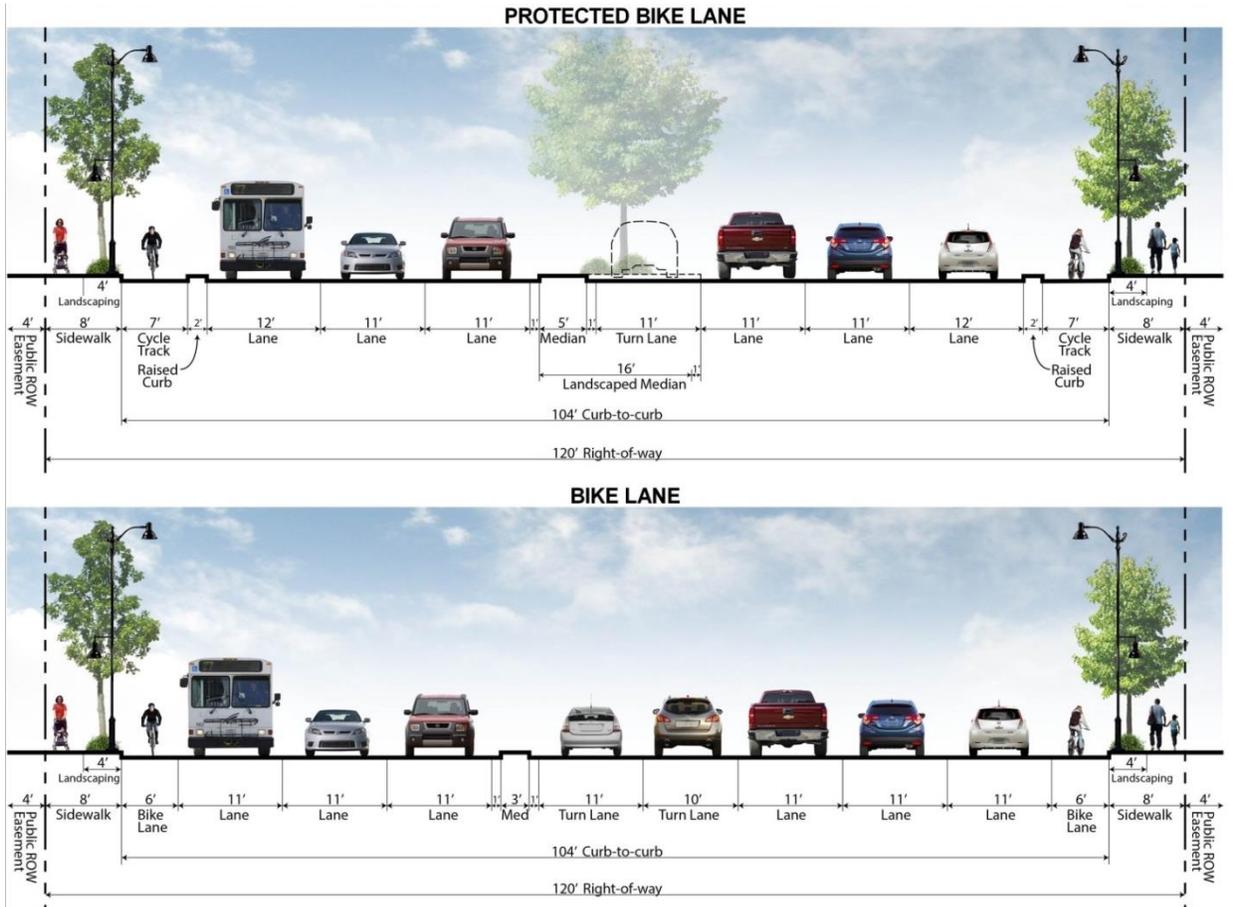


Figure 3 – Proposed Typical Cross-Sections

New Pedestrian/Bicycle Crossings

In order to improve multi-modal travel safety and experience, the El Camino Real Streetscape Plan includes three new pedestrian and bicycle crossings at Crestview Drive, Bonita Avenue, and Pettis Avenue as identified in the ECRPP. The crossing locations are displayed in Figure 4.

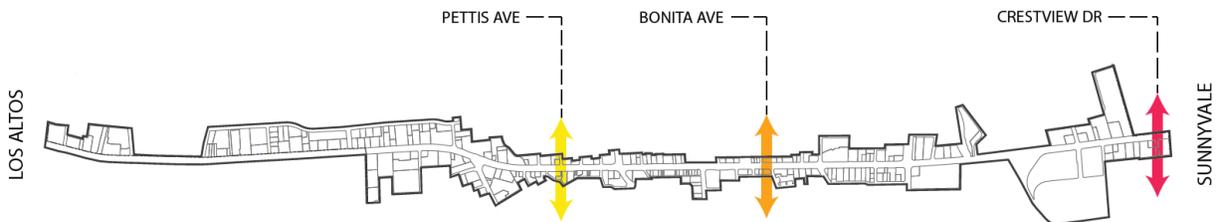


Figure 4 – Proposed Pedestrian and Bicycle Crossing Locations

The draft concept design for new pedestrian and bicycle crossings includes a traffic signal, high-visibility crosswalks, and pedestrian refuge in the median. These new crossings will not alter the permitted vehicle turning movements. The concept design for Pettis Avenue is illustrated in Figure 5. New pedestrian and bicycle crossings at Bonita Avenue and Crestview Drive would be similar to that at Pettis Avenue.

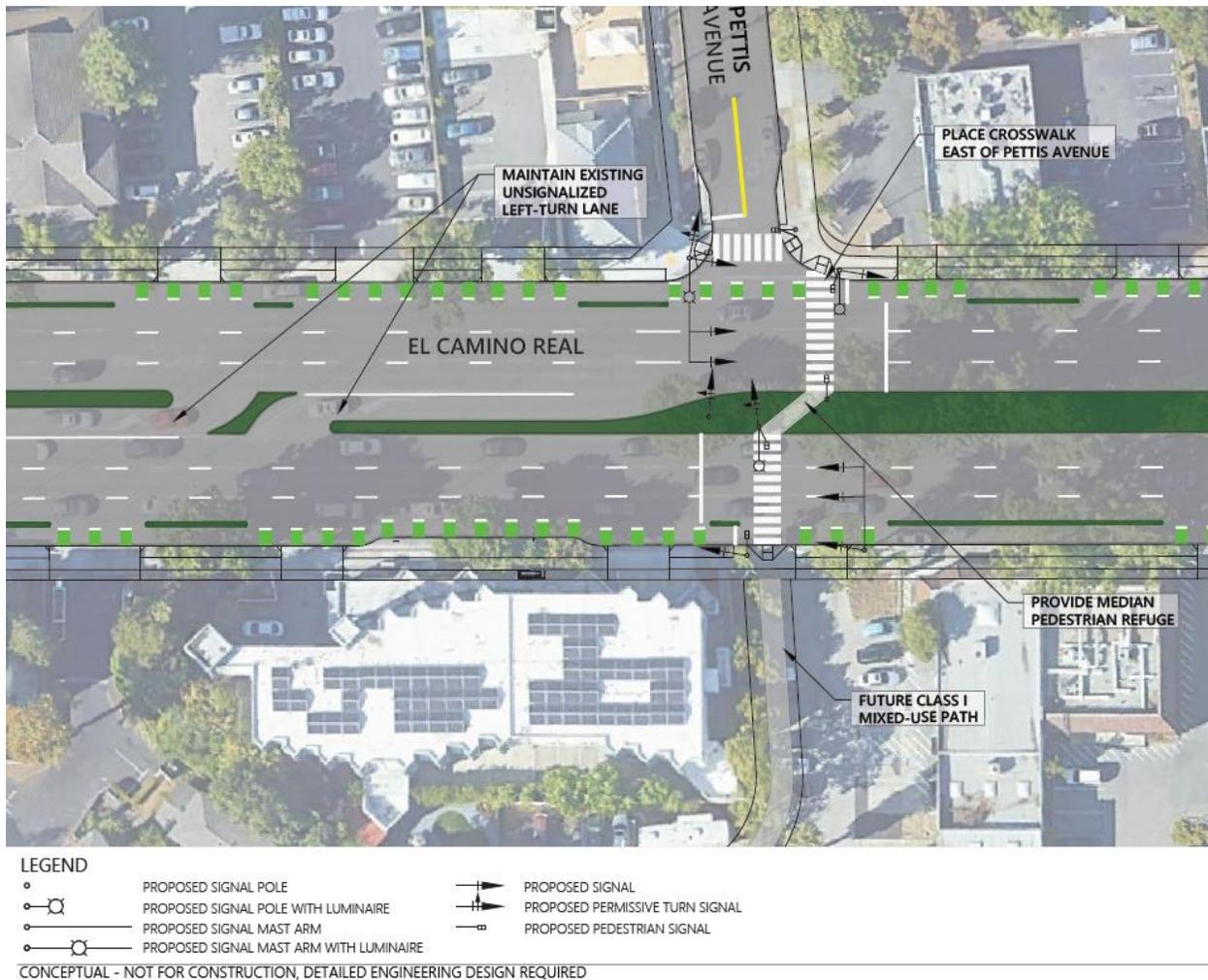


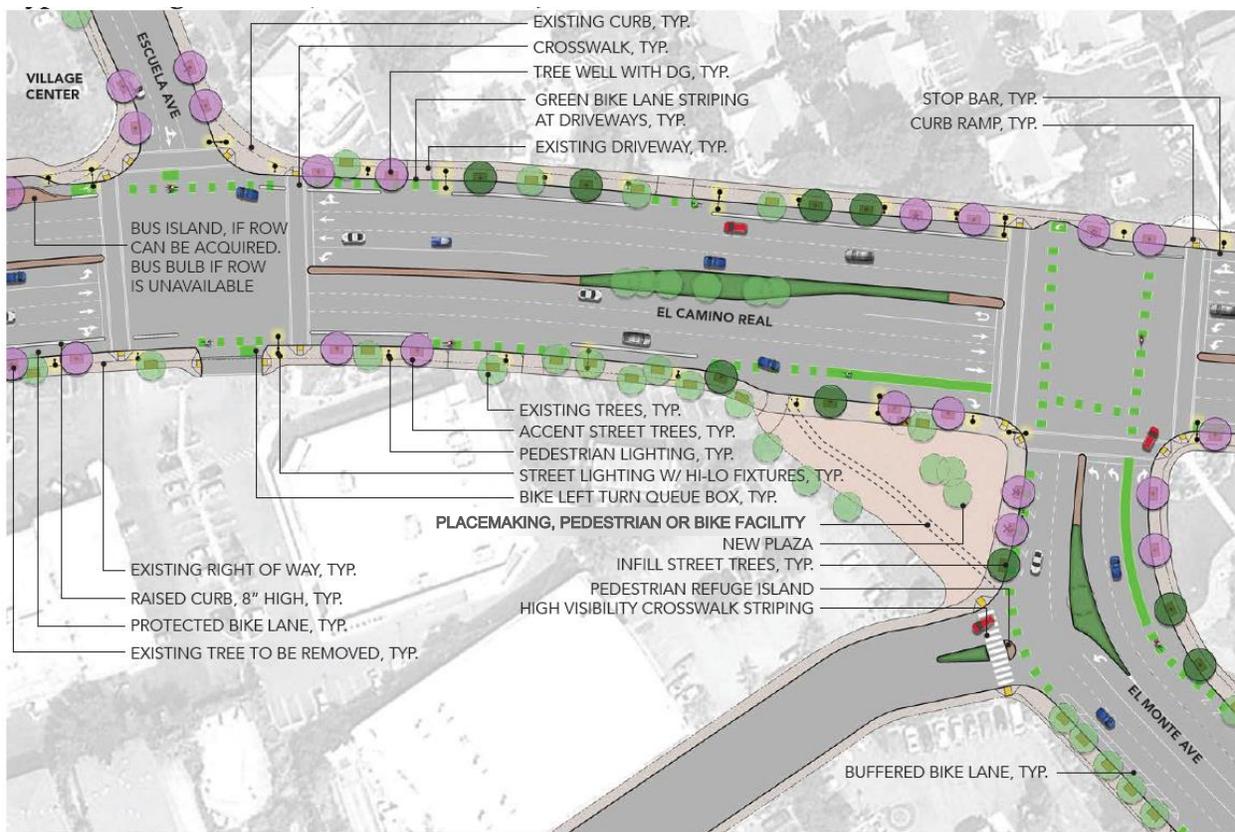
Figure 5— Pedestrian Crossing Concept at El Camino Real and Pettis Avenue

Intersection Improvements

The Draft Concept includes a variety of intersection changes aimed at improving the multi-modal performance of the intersections. Proposed design features include curb extensions to reduce pedestrian crossing time and exposure, green dashed bike lanes through intersections to increase cyclist visibility, tighter corner radii to encourage

motorists to slow down at conflict points, high-visibility crosswalk striping on side streets, and green stormwater infrastructure.

The most substantial intersection changes are proposed for the El Monte Avenue intersection with El Camino Real, where the Draft Concept includes replacing the large existing right-turn slip lane with a dedicated right-turn lane at the signal, and providing a green painted through lane for bicyclists. The concept design for the El Monte Avenue intersection is illustrated in Figure 6. These changes will improve the clarity of the intersection for motorists and bicyclists, reduce pedestrian crossing distances, and provide new public space.

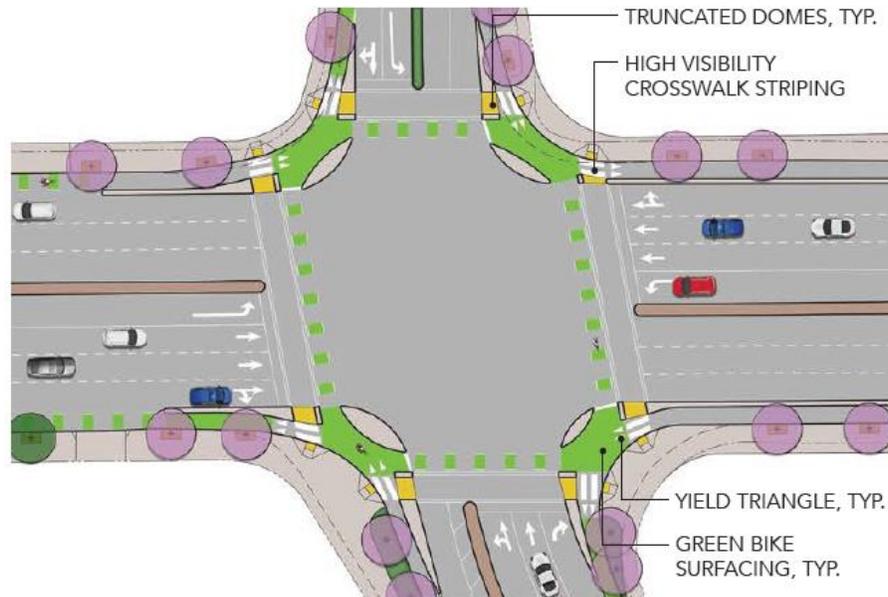


All improvements shown are conceptual and subject to further study and refinement.

Figure 6 – Intersection Improvements at El Monte Avenue

Other substantial proposals include protected intersections at major cross-corridor intersections such as Shoreline Boulevard/Miramonte Avenue and El Camino Real. Typical design features for protected intersections are illustrated in Figure 7. They include raised islands, which provide pedestrians and bicyclists a protected place to

queue while increasing visibility and encouraging motorists to reduce speed during turning movements.



All improvements shown are conceptual and subject to further study and refinement.

Figure 7 – Protected Intersection Treatments

Protected Bikeways and Bike Lanes

Protected intersection treatments would link to Class IV protected bikeways on El Camino Real. Consistent with the ECRPP, the Draft Concept proposes replacing existing on-street parking with Class IV protected bikeways where space allows and Class II bike lanes where space is constrained. These facilities would accommodate existing and future bicycle trips along the corridor and would encourage “interested but concerned” cyclists to ride within the bike facility rather than on the sidewalk.

On-Street Parking Removal

In order to understand the implications associated with removing on-street parking, a survey of parking utilization and availability was conducted. The survey included on-street and on-site (off-street) parking counts taken at two- to three-hour intervals on weekdays and weekends in October 2018, in addition to more limited utilization and availability counts taken in February 2018 and February 2019. The results of the survey are summarized below.

Currently, there is curb space for approximately 556 on-street parking spaces where parking is allowed along El Camino Real in the City of Mountain View. The locations of existing on-street parking along El Camino Real between Adobe Creek in Los Altos and Bernardo Avenue in Sunnyvale are shown in Figure 8 (green lines). Many segments of El Camino Real are already designated as no-parking areas (red lines in Figure 8) and more no-parking zones are being added as development occurs.



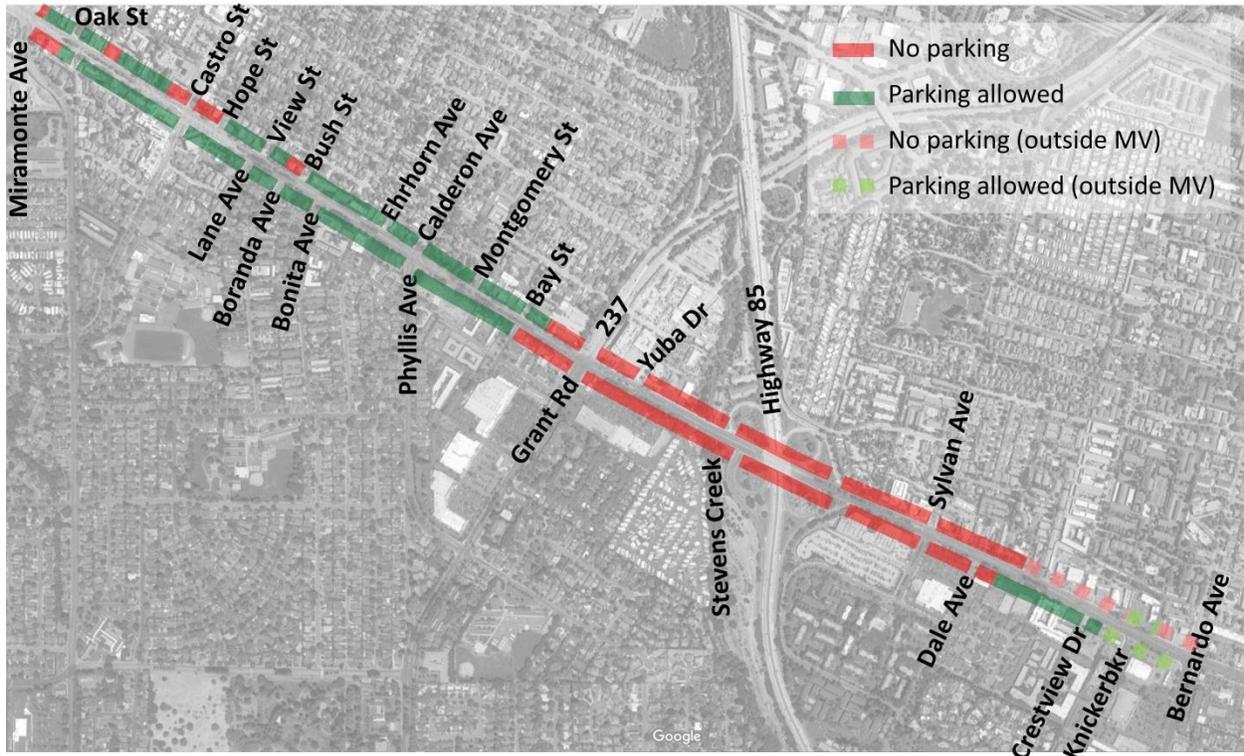


Figure 8 – On-Street Parking Supply along El Camino Real

The parking survey indicated that utilization of on-street parking is low throughout the corridor. In Figure 9, locations where on-street parking was observed are displayed in blue, while locations where on-street parking is permitted but was not observed are shown in green. Peak parking utilization of up to 37 percent was observed between El Monte Avenue and Calderon Avenue/Phyllis Avenue and less than 25 percent was observed outside this central portion of the corridor. This indicates that 63 percent of the on-street spaces in the central portion of the corridor and over 75 percent of on-street spaces outside the central segments are not being used.



Figure 9 – On-Street Parking Utilization along El Camino Real

For those properties where motorists were utilizing the on-street parking, surveyors also counted available on-site parking spaces within the parking lot or publicly accessible garage. After accounting for on-site parking availability, only seven parcels along the entire four-mile stretch of El Camino Real within Mountain View's jurisdiction had more cars parked on the street than empty spaces on-site. This observation suggests that for most parcels, people may be parking on-street out of convenience rather than necessity.

Details about the seven potentially affected properties are listed in Table 1 and their locations are shown in yellow on Figure 10. The table also notes the time of day or days of the week in which there was overflow parking on the street. Two of the seven parcels were located within close proximity of a side street or other nearby street. In addition, the business at one property closed after the parking surveys were taken, and it is not yet known what the parking demand will be for the new business. For the remaining four parcels, there are no apparent alternate parking options for the two to six cars parked on the street at each location.

Segment	Address with Less On-Site Availability than On-Street Use	Land Use	Distance to Side Street Parking	Cars Parked On-Street	Parking Spaces On-Site	Time of Day of Availability Issue
Adobe Creek to San Antonio Road	<i>(None in Mountain View jurisdiction)</i>					
San Antonio Road to Rengstorff Avenue	2464 West El Camino Real	Eating/Retail	>500'	4	40	Weekend midday and evening
	2400 West El Camino Real*	Residential	0-100'	5	17	Weekday and Weekend all day
Rengstorff Avenue to El Monte Avenue	2020 West El Camino Real	Eating	>500'	6	25	Weekend evening
El Monte Avenue to Shoreline Boulevard	1621 West El Camino Real**	Service	100'	2	8	Weekday afternoon, Weekend all day
	1407 West El Camino Real	Eating	470'	2	0	Weekday evening
Shoreline Boulevard to Castro Street	1065 West El Camino Real	Retail	>500'	2	1	Weekday night, Weekend all day
Castro Street to Calderon Avenue	549-569 West El Camino Real	Service	0'	4	7	Weekday and Weekend afternoon
Calderon Avenue to Bernardo Avenue	<i>(None in Mountain View jurisdiction)</i>					

Source: City of Mountain View, 2018-2019. Fehr & Peers, 2018-2019.

* Additional parking available for residents behind locked gates.

** Temporary construction parking for a nearby property was noted during survey periods, so it is unclear how much of this on-street parking is associated with the land use at this property.

Table 1 – On-Street Parking Utilization along El Camino Real

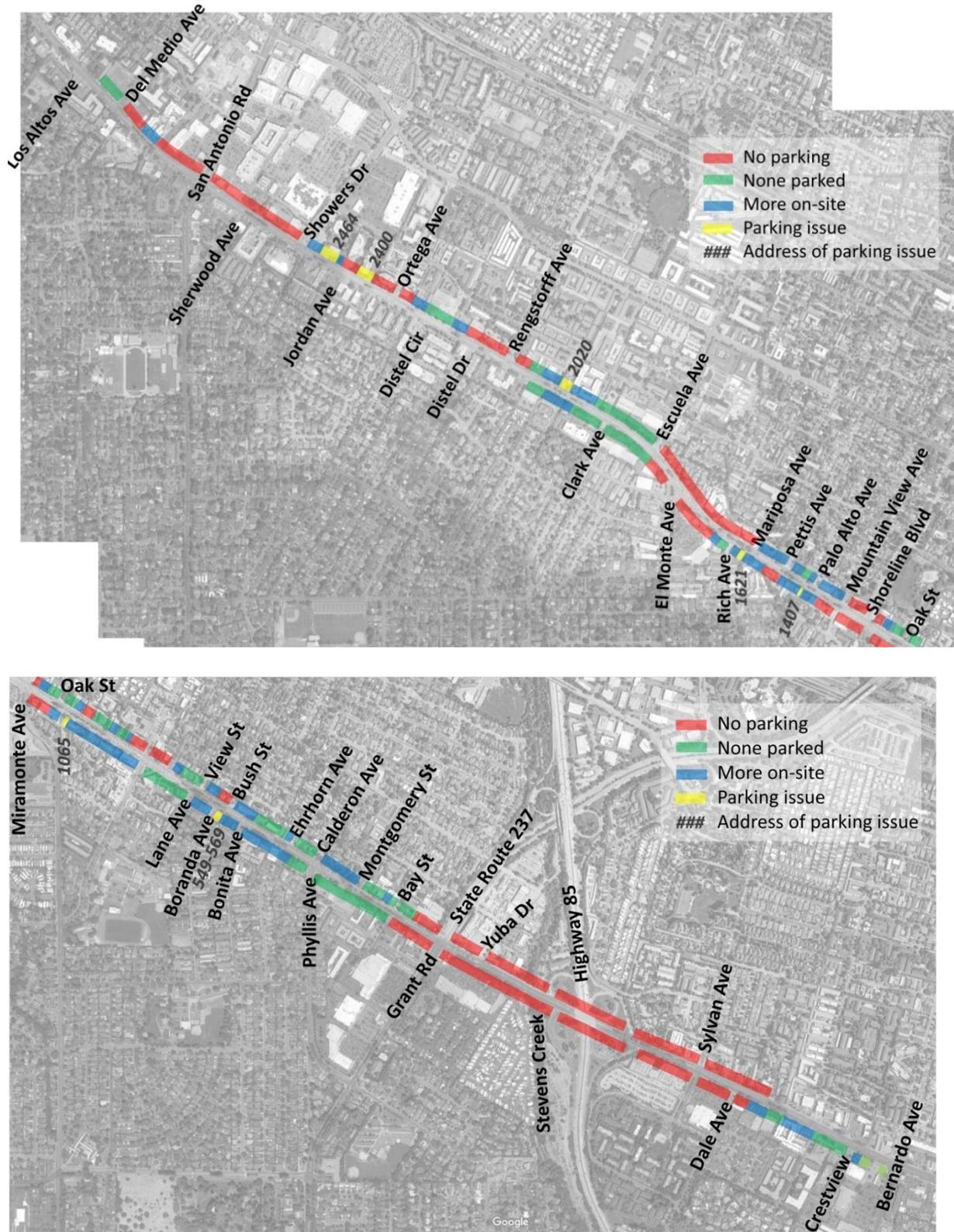


Figure 10 – On-Street Parking Utilization and Context along El Camino Real

Implementation Strategies

The Streetscape Plan will include implementation strategies for the three pedestrian crossings, bikeway implementation, and other streetscape improvements. Some streetscape improvements, such as sidewalk and landscape improvements, are expected to be implemented at the parcel level in conjunction with development. Staff recommends implementing bikeway improvements on both sides of the street in meaningful segments of at least one-half mile rather than parcel-by-parcel or block-by-block.

El Camino Real was divided into five segments to be studied for potential bikeway improvements (see Figure 11). Based on the results of the on-street parking utilization study, the center segment from Shoreline Boulevard to Calderon Avenue was further subdivided at Castro Street. As indicated in Figure 11, staff recommends that bikeways be installed from Castro Street to Sylvan Avenue in the near term. The recommendations for each segment are further detailed below.



Figure 11 – Corridor Segments

City Limit/Del Medio Avenue to Rengstorff Avenue

For the segment west of Rengstorff Avenue, only the north side of El Camino Real falls within Mountain View's jurisdiction. Staff recommends that bikeway implementation for this segment occur at a later time to allow time for interjurisdictional coordination and alignment with future bikeway projects in the neighboring cities of Los Altos and Palo Alto.

Rengstorff Avenue to Shoreline Boulevard

Between Rengstorff Avenue and Shoreline Boulevard, there are potential parking impacts at 2020 West El Camino Real, 1621 West El Camino Real (which has an available side street), and 1407 West El Camino Real (business is closed). Approximately 10 vehicles were observed on street on average for these three parcels combined. The business location currently closed has the unique situation of having no on-site parking available but is within walking distance of parking on a side street and is close to the proposed new Pettis Avenue pedestrian/bicycle crossing, opening up access from the north side of El Camino Real.

Staff recommends that bikeway implementation for this segment occur at a later time when one or more of the properties redevelops (with requirements to provide all parking on-site) and/or the new Pettis Avenue crossing is installed. Currently, there are no redevelopment proposals for any of these three parcels.

Shoreline Boulevard to Calderon Avenue

Based on the results of the parking utilization study, this segment was subdivided at Castro Street. Between Shoreline Boulevard/Miramonte Avenue and Castro Street, implementation of bikeway facilities would need to be considered relative to the impact of removing the on-street parking at 1065 West El Camino Real. Parking survey observations indicated this site had an average of two vehicles overflowing onto street parking beyond its small on-site parking area. Staff recommends deferring implementation of a bikeway until the property is redeveloped (with requirements to provide all parking on-site) or other parking options arise. Currently, there is no redevelopment proposal for this parcel.

Between Castro Street and Calderon Avenue, parking removal is expected to have little impact on businesses. One parcel was identified at 549-569 West El Camino Real where there was less available on-site parking than on-street utilization along El Camino. This parcel is adjacent to a side street where sufficient on-street parking was observed immediately adjacent to the property to accommodate those parked along El Camino Real during peak times. In addition, there are a couple of businesses, such as Community Health Awareness Council (CHAC) at 590 West El Camino Real and Cusimano Mortuary at 96 West El Camino Real, that have special events that exceed their on-site parking supply. Both parcels are located at or near side streets with parking availability for these occasional events.

Staff recommends the segment between Castro Street and Calderon Avenue for near-term installation of bikeway improvements.

Calderon Avenue to Sylvan Avenue

The segment between Calderon Avenue and Sylvan Avenue is also a good candidate for early implementation of a bikeway. Within this segment, there is already a significant length of no-parking red curb, including the entire segment from Highway 237/Grant Road to Sylvan Avenue. In areas where on-street parking was observed, there was adequate off-street parking supply for these vehicles.

El Camino Real from Highway 237/Grant Road to Sylvan Avenue has a posted speed limit of 40 miles per hour (mph). Based on the California Vehicle Code (CVC), motorized scooters and electrically motorized boards (e-boards) are prohibited from riding on streets with speed limits greater than 35 mph unless there is a bike lane or protected bikeway. The Mountain View City Code extends these rules to other types of transportation devices. Given these regulations and the lack of comfortable bicycle facilities in this area, early implementation of bikeways on El Camino Real between Highway 237/Grant Road and Sylvan Avenue will fill a critical gap in the roadway network for users of bikes, e-bikes, motorized scooters, and transportation devices.

Sylvan Avenue to Crestview Drive/City Limit

To the east of Sylvan Avenue, a portion of the north side of El Camino Real falls within the City of Sunnyvale's jurisdiction. Staff recommends that bikeway implementation occur at a later time to allow time for interjurisdictional coordination and alignment with a future bikeway in Sunnyvale.

Integration with Caltrans Pavement Project

Caltrans will be repaving and upgrading ADA ramps on El Camino Real between Highway 237/Grant Road and the San Mateo County line in 2022. According to Caltrans staff, installation of bikeways and pedestrian improvements that are part of a City-approved plan can be incorporated into the Caltrans project. The process begins with the City submitting a request for specific improvements to be included. Caltrans staff evaluates the list to confirm that the improvements are consistent with their policies and design standards and are reasonable to include as part of their project. They then determine which improvements could be provided as part of Caltrans' project budget (e.g., changing their striping plans to include bikeway striping). All other improvements would have to be funded by the City through a Cooperative Agreement with Caltrans.

Caltrans has initiated the California Environmental Quality Act (CEQA) and National Environmental Protection Act (NEPA) process for their upcoming project. The City and Caltrans need to discuss the potential list of bicycle and pedestrian improvements to be incorporated into their project over the summer so the CEQA and NEPA project definition can be updated.

Staff recommends that the Council direct staff to work with Caltrans to identify the improvements to include in the Caltrans project, including, but not limited to, the following:

- Installation of Class IV protected bikeways where space allows and Class II bike lanes where space is constrained between Castro Street and Highway 237/Grant Road. In addition to pavement striping and markings, this may also involve narrowing portions of the median and moving some short stretches of curb to create a consistent pavement width for the bike facilities.
- Installation of Class IV protected bikeways where space allows and Class II bike lanes where space is constrained between Highway 237/Grant Road and Sylvan Avenue. This area is outside of Caltrans' project limits. Staff would discuss with Caltrans the possibility of adding this segment to their project or having the City implement this as a separate project under an encroachment permit from Caltrans.
- Construction of curb extensions and/or other pedestrian crossing enhancements that require curb reconfigurations consistent with the El Camino Real Streetscape Plan concepts. Candidate locations for these types of improvements are where Caltrans will be installing new ADA curb ramps.
- Implementation of other pedestrian crossing enhancements consistent with the El Camino Real Streetscape Plan that can be integrated into the paving project (e.g., high-visibility crosswalks).

Some of the bicycle and pedestrian improvements identified in the ECRPP and Streetscape Plan are not compatible with a pavement project and would have to be pursued as separate capital projects. Examples of these types of projects are the three new signalized pedestrian/bicycle crossings and major intersection reconfigurations, such as removing the El Monte Avenue intersection slip ramp.

Next Steps

The Draft El Camino Real Streetscape Plan concepts will be revised based on Council input. The Final Plan will be completed and brought to City Council for adoption in fall 2019.

In addition, if directed by Council, staff will enter into discussions with Caltrans about incorporating certain bicycle and pedestrian improvements into Caltrans' upcoming paving and ADA ramp project. Staff will bring the terms of a cooperative agreement to Council for approval within the next year.

FISCAL IMPACT

The El Camino Real Streetscape Plan, Project 16-67, is funded with \$260,000 of Priority Development Area Grant funds, \$47,000 from the Construction/Conveyance Tax Fund, and \$40,000 from the Development Services Fund. The Plan will be completed within budget.

In anticipation of incorporating bikeway improvements that will require City funding into Caltrans' repaving project, the following placeholder items are included in the City's Proposed 5-year Capital Improvement Program (CIP) for Fiscal Year 2019-20 through Fiscal Year 2023-24:

- \$1.3 million in Fiscal Year 2019-20 for design of El Camino Real Bikeway Improvements;
- \$3.3 million in Fiscal Year 2021-22 for construction of El Camino Real Bikeway Improvements (from Rengstorff Avenue to Shoreline Boulevard/Miramonte Avenue or an equivalent segment such as Shoreline Boulevard/Miramonte Avenue to Calderon Avenue/Phyllis Avenue); and
- \$3.1 million in Fiscal Year 2022-23 for construction of El Camino Real Bikeway Improvements (from Calderon Avenue/Phyllis Avenue to Sylvan Avenue/The Americana).

Once an agreement is reached with Caltrans on what improvements the City will be funding as part of the repaving project, staff will request that Council approve revising the project scope for these CIPs to match the project limits for the bikeways to be installed and to include relevant pedestrian improvements.

The proposed 5-year CIP also includes \$3.1 million in Fiscal Year 2022-23 for the three new signalized pedestrian/bicycle crossings.

CONCLUSION

The El Camino Real Streetscape Plan is based on the mobility-related guidelines and principles established in the 2014 El Camino Real Precise Plan. The Draft Concepts for the Streetscape Plan include road cross-section changes to replace on-street parking with Class IV Protected Bikeways and Class II Bike Lanes, new pedestrian/bicycle crossings, wider sidewalks, pedestrian and bicycle intersection improvements, and other streetscape enhancements. The upcoming Caltrans repaving and ADA ramp project provides an opportunity for the City to incorporate bikeway improvements and certain pedestrian enhancements. Other Streetscape Plan improvements will be implemented as City projects through the CIP and as part of redevelopment projects.

ALTERNATIVES

- Direct staff to develop alternative streetscape design concepts for the El Camino Real corridor.
- Do not pursue bicycle and pedestrian improvements on El Camino Real as part of the Caltrans paving project.
- Provide other direction.

PUBLIC NOTICING

The Council agenda is posted on the City's Internet website at www.mountainview.gov. Postcard meeting notices were mailed to all addresses within the El Camino Real Precise Plan area and the agenda item was noticed in the *Mountain View Voice*. The Council report was sent to the B/PAC, Silicon Valley Bicycle Coalition, and other interested parties.

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