COUNCIL AGENDA REPORT

FROM: Shelly Stanwyck, Assistant City Manager/Interim Public Works Director
Prepared By: Wyatt Banker-Hix, Engineer II

SUBJECT: AUTHORIZATION TO ADVERTISE ROADWAY SEALING PROJECT 2020, SPECIFICATION NO. 1000114

RECOMMENDATION

1. As recommended by the Active Transportation Committee, adopt a Resolution (Attachment A) amending the Bicycle Transportation Plan (BTP) changing the alignment of the Beach/King Neighborhood Greenway to the Nipomo/King Neighborhood Greenway; and
2. Approve the project plans (Attachment B) and specifications (Attachment C) for the Annual Slurry Sealing Project 2020, Specification No. 1000114 (Project); and
3. Authorize staff to advertise for bids and authorize the City Manager to award the construction contract if the lowest responsible bid is within the Engineer’s Estimate of $1,822,000.

DISCUSSION

Report in Brief
Following the City of San Luis Obispo’s (City) Pavement Maintenance Plan (Pavement Plan), staff intends to advertise a slurry sealing project and provide maintenance and striping improvement to the streets listed in Attachment D. Also included in this bid package are maintenance and striping plans for Emerson Parking Lot and Bob Jones Bike Path (Additive Alternate A and B). See attachments B and C for Project Plans and Specifications, including additive alternates. Staff does not recommend the addition of “Cool Pavement” toppings to be used in this Project.

In coordination with neighborhood and Active Transportation Committee input, designating two new Neighborhood Greenways and re-branding an existing bike boulevard into a Neighborhood Greenway are recommended. Portions of Pismo Street will undergo a “Complete Street” re-striping.

This Project will be funded in Fiscal Year 2020-21. Allocated funds for this Project are estimated to be sufficient.
Background
On April 14, 1998, the City Council adopted the City’s Pavement Plan. In 2009, the Pavement Plan was updated to provide additional emphasis on arterial streets. A key element of the Pavement Plan is a rotating and methodical approach to ensuring all areas of the City receive regular preventative and/or corrective paving maintenance. The City implements this rotation by performing maintenance in two neighborhood Pavement Areas in one year, and then focusing on arterial street work in the second year, thereby alternating between neighborhood areas and arterials bi-annually. Last summer, streets maintenance funding was used for the rehabilitation of the arterial, South Broad Street, which included asphalt replacement and striping enhancements. Improvements to both pedestrian and cyclist access in the form of curb ramps and buffered bike lanes were also completed.

2020 Roadway Sealing Project (Base Bid)
This year, pavement management work is planned for local neighborhood streets in Areas 4 and 5 in the form of roadway sealing.

Area 4 surrounds the downtown core, bounded by Santa Rosa Street, Highway 101 and South street. Core downtown streets between Marsh Street and Pacific Street are generally excluded as these streets are included in Area 9. Area 5 consists of the City’s southern streets, bounded by Madonna Road and stretching east until the end of Prado Road.
In anticipation for this year’s roadway sealing project, the City’s Street Maintenance team has applied crack sealing treatment and spot repairs within Areas 4 and 5. This preparatory work increases the slurry seal’s long-term effectiveness and reduces overall construction costs. Slurry seal is a cost-effective treatment that extends pavement life up to 8 years and prevents more expensive maintenance work in the future. Applied as a thin pavement sealant, it shields the pavement beneath from ultraviolet damage, minimizes water intrusion, and provides a new wearing surface for vehicles. This preventative maintenance treatment is less costly and more environmentally beneficial than street re-paving.

Street pavement condition is rated on a scale from 0 to 100, where 100 is the best possible condition of pavement. This rating scale is referred to Pavement Condition Index (PCI). Completion of the Project will allow the City to maintain its established goal of a PCI of at least 70. The current Citywide pavement condition is 74. In addition to roadway maintenance, this Project will also complete roadway striping and bicycle/pedestrian improvements. The striping improvements will make significant improvements to sustainable transportation, a Major City Goal. These “Quick Build” improvements are described in more detail in the below section on Complete Streets Design Elements.

**Parking Lot and Bicycle Pathway Maintenance (Project Additive Alternative A and B)**

In addition to the Area 4 and 5 slurry sealing, staff identified cost benefits to incorporating parking lot maintenance and bicycle pathway maintenance projects identified within the 2019-21 Financial Plan. The Emerson Park parking lot adjacent to both Emerson Park and the Parks and Recreation Administration Building were identified as ready for maintenance. Similarly, the Bob Jones Bike Path between Prado Road and Los Osos Valley Road was identified for maintenance in 2020. These maintenance projects would use the same slurry sealing treatment as the neighborhood streets, and economies of scale will be realized through overall lower unit costs for a larger scale maintenance treatment operation. These projects are incorporated as additive alternates and will be recommended for award if costs are within the available budget.

**Complete Street Design Elements**

This project includes several Complete Street enhancements as recommended in the City’s Bicycle Transportation Plan and Traffic Safety/Vision Zero program. The annual pavement management program provides excellent opportunities for rapid implementation of other “Quick Build” transportation improvements—smaller projects that can be installed more efficiently and at a lower cost when included as part of a larger paving contract. “Quick Build” projects allow the City to immediately improve safety and mobility for road users of all ages and abilities, often with lower-cost temporary materials, while awaiting funding for more substantial permanent improvements several years from now.
The BTP identifies two new Neighborhood Greenways — previously referred to as “Bicycle Boulevards”— within Pavement Area 4: Islay Street Neighborhood Greenway; and, Beach/King Neighborhood Greenway. The Islay Street Neighborhood Greenway is planned from Nipomo to Toro Street. This route provides east-west access to three intersecting neighborhood greenways (existing Morro Street, planned Nipomo Street and planned Toro Street). Existing volumes and speeds along this segment of Islay make it ideal for a neighborhood greenway.
The 2013 BTP identified the Beach/King Neighborhood Greenway in order to provide a low stress north/south through route for bicyclists connecting the downtown core with neighborhoods to the south and west of Broad Street. In 2019, the City’s Active Transportation Committee made a formal recommendation to modify the Beach/King route to an alignment that primarily follows King and Nipomo Streets. The purpose for the amended route is to provide an alignment that better connects to neighborhoods north of downtown (Beach Street does not go further north than Marsh Street). The proposed greenway route also provides improved connectivity to Hawthorne Elementary and crosses High Street at Hutton, an existing school crossing, which provides an opportunity to focus greenway crossing improvements on an existing route to school. Overall, the modified King/Nipomo greenway route will provide a continuous, efficient connection from Meadow Park to north of Downtown. Attachment A includes a resolution formally adopting this modified alignment for the King/Nipomo greenway.

Existing traffic volumes along Nipomo/Hutton/King are within comfortable ranges for a neighborhood greenway; however, existing vehicle speeds along Nipomo were found to be slightly higher than the ideal range recommended for a low-stress bikeway where cyclists share travel lanes with vehicles. For this reason, speed humps will be installed as part of this project at various locations along Nipomo to bring motor vehicle speeds to a more appropriate level.

Not included in this paving contract, are several unsignalized intersections throughout the City that are currently being designed for pedestrian and bicycle crossing improvements. Each intersection will include the addition of high-visibility crossing markings, signage, and installation of Rapid Rectangular Flashing Beacon (RRFB) systems—push button activated crossing beacons, similar to those already installed at Marsh/Garden and Morro/Hotel SLO. These improvements will be completed under a separate construction contract and will be scheduled in parallel with the summer paving program. These pedestrian and bicycle improvement crossings are planned for the King/Nipomo Greenway (South/King & High/Hutton), two locations along the Islay Greenway (Islay/Broad & Islay/Osos) and several other priority intersections (Tank Farm/Poinsettia, Johnson/Sydney, Monterey/Buena Vista).

In addition to the new Islay and King/Nipomo neighborhood greenways, the existing Bill Roalman Bicycle Boulevard on Morro Street will be formally branded as a Neighborhood Greenway. Each of the greenways within 2020 sealing area will include custom signage and pavement markings to convey these as priority streets for cyclists and pedestrians. Stop signs will be reoriented at the Pismo/Morro and Pismo/Nipomo intersections to further prioritize efficient bicycle and pedestrian crossings along each greenway.

In an additional effort to improve intersection safety and incorporate placemaking features into these projects, select intersections along each greenway will have painted bulbouts that will be filled in with murals and landscaped planters as part of a planned public art project to be implemented shortly after the summer paving program. In collaboration with the City’s Parks and Recreation Department, a public call to artists will be distributed in the coming months to invite proposals from local artists. The bulbout public art component meets criteria for the Minor Public Art Approval process and will follow the Public Art Program Guidelines for call for artists and jury process for final approvals. The painting of the bulbouts will not commence until completion of the sealing project.
See Attachment E for Examples of Neighborhood Greenway Branding Elements. Implementation of the two new neighborhood greenways will add 1.2 miles to the City’s low-stress bicycle network.

![Neighborhood Greenway Custom Sign](image)

**Pismo Street Complete Street Reconfiguration**

Pismo Street from Johnson Avenue to Higuera Street is a one-way residential collector street consisting of one vehicle lane, a bike lane, and parking on both sides, except for the segment between Santa Rosa and Broad—which consists of two westbound vehicle lanes and parking on both sides. Multilane streets often induce higher travel speeds and exhibit higher collision rates than comparable streets with a single lane in each direction. Pismo Street exemplifies this trend quite clearly; despite a lower posted speed limit, the one-way two-laned segment of Pismo Street experiences twice the collision rate of the nearby one-lane segments.

Transportation staff has reviewed existing and projected traffic levels for Pismo Street and have determined that a one-lane configuration would accommodate existing and future auto traffic demands, while offering the potential to reallocate street space in a way that better supports multimodal connectivity and safety. For this reason, staff is proposing to restripe Pismo Street between Santa Rosa and Broad to include one vehicle travel lane, street parking on both sides, and a buffered bike lane. This proposed configuration reduces exposure for pedestrians at intersection crossings and removes an existing gap in the crosstown bike lane network, providing a continuous westbound bike lane from Johnson Avenue (near San Luis Obispo High School) to Higuera Street.
Neighborhood Traffic Management

There are two neighborhoods located within Pavement Area 4 where Neighborhood Traffic Management (NTM) projects had previously been initiated: High Street and south Chorro Street. In 2018, the formal NTM program was put on hold due to a reprioritization of funding and a planned update to the program’s structure. As a result, both the High Street and Chorro Street NTM efforts were suspended temporarily. This has been particularly frustrating for the High Street neighborhood, where average vehicle speeds continue to exceed the City’s established residential speed targets by more than 10 miles per hour.

The Roadway Sealing Project provides an opportunity for lower-cost interim treatments to provide immediate traffic calming relief until permanent solutions can be developed when the NTM program is analyzed for policy improvements and fully funded again. While ultimately, these neighborhoods will remain at the top of the NTM program queue and final improvement recommendations are still expected to be developed in collaboration with neighborhood representatives, speed humps and minor striping improvements along High Street and South Chorro Street are included as part of this Roadway Sealing Project to address excessive vehicle speeds until further improvements can be made.
An informal ballot was distributed to the High Street NTM neighborhood in January 2020 to gauge general support within the neighborhood for the interim NTM improvements proposed as part of roadway sealing project. Ballot responses found that that of the ballot participants, 66% were in support of these interim traffic calming measures. It should be noted that these interim measures do not preclude further adjustments and refinement when the NTM program is funded again in the future.

The 2020 Roadway Sealing Project Includes “Quick Build” Elements totaling -- $150,000

Consistent with the Major City Goal for active transportation, and the principles of the Organization of the Future. Transportation staff have included “Quick Build” elements in this project as a cost and construction efficiency. The elements are noted below. When Council considers revisions to its Capital Improvement Project budget for this Financial Plan, on April 7, 2020, all “Quick Build” projects will be noted and at this time are anticipated to include this Paving Project, Bicycle and Pedestrian Crossing Improvements, Advance Planning and Design and Further Traffic Safety/Vision Zero Implementation at a total investment estimated to be over $700,000 at the time of this report’s writing.

1. 2+ miles of new neighborhood greenway installations, with unique pavement markings and signage to convey priority
2. Two-way cycle track to facilitate High Street offset street crossing along King/Nipomo Greenway
3. Hi-vis “ladder style” crosswalk markings at 24 crosswalks
4. Upgrading Chorro Street quick build traffic circles, filling in corner islands with decorative pavers
5. Pismo Street road diet (Santa Rosa to Broad), reduces street from two to one motor vehicle travel lane, providing width for buffered bike lanes
6. Install painted bulbouts along neighborhood greenways, along High Street, and at intersections near Hawthorne Elementary. Bulbouts along neighborhood greenways to include public artwork (Morro, King-Nipomo, Islay)
Cool Pavement Coatings Analysis
City staff explored the potential incorporation of “cool” pavement coatings into this Project. The high-albedo coating, typically grey, is placed over the traditional slurry seal, which reflects more sunlight from the roadway surface and decreases the heat island effect found in urban areas. Staff researched cool pavement coatings from sources including the Lawrence Berkeley National Laboratory and federal guidance documents. The research described an increase in cost and greenhouse gas emissions as a result of the manufacture of cool pavement coatings. Further, a 50-year lifecycle analysis considering maintenance and initial cost of application could not provide a financial or environmental savings. Cool pavements were also found to make pedestrians less comfortable on hot days due to light reflection, even though the pavement itself felt cooler to the touch. Crucially, installation of cool pavements was found to be cost prohibitive at approximately $0.85 per square foot, triple the cost of the initial slurry seal application and not achievable within the current available budget for the planned work.

Staff recommends the continued monitoring of advancements of cool pavement products and limited testing in the City until the products mature. Staff plans to develop a pilot project to implement cool paving products for Council’s funding consideration in a future financial plan.

Previous Council or Advisory Body Action
1. Annual maintenance for public roadways, including streets resurfacing, was identified and included as a Major City Goal
2. On June 4, 2018, City Council approved the Project’s funding for the 2019-21 Financial Plan.
3. On November 21, 2019 the Active Transportation Committee made the recommendation to Council concerning the bikeway improvements described as part of the Annual Slurry Sealing Project and to amend the BTP to include the new alignment of the Nipomo/Hutton/King Neighborhood Greenway.

Policy Context
Per the October 2018 Purchasing Policy Update to the July 2015 Financial Management Manual, Council approval is required for Public Projects that cost over $175,000.

Public Engagement
1. On November 13, 2019, an “open house” event (including games and food trucks) was held at Emerson Park informing the public of the project and its scope, focusing largely on the complete street elements proposed within the neighborhoods. Notification of the event consisted of an advertisement in The New Times, a mailer to residents within the project area, flyers posted within the neighborhood and social media posts. Over 70 people attended and actively participated using this new style of public “meeting”.
2. On November 15, 2019, a “pop-up” style outreach event was held at Hathorne Elementary School to inform faculty, staff, families and the neighborhood of the planned improvements.
3. An informational web page (Resealing2020.com) was created to provide background and updates on the different Project elements. The intent is that the webpage can continue to be used as a tool to provide information for the public throughout construction of the Project.
4. Residents along the High Street corridor participated in an informal ballot to gauge support for the interim striping and speed humps proposed along High Street. The results indicated that 66% of those who responded were in support.

CONCURRENCE

This Project has been reviewed and has concurrence from the Utilities, Fire, and Community Development departments. The Active Transportation Committee has reviewed the proposed pedestrian and cyclist improvements and provided its recommendation to Council. High Street residents participating in the NTM were informally polled in regard to the proposed improvements, which they concurred with by a margin of 66%.

ENVIRONMENTAL REVIEW

This project is categorically exempt from environmental review pursuant to section 15301 of the CEQA Guidelines (Existing Facilities) since it is a maintenance and replacement project. A Notice of Exemption will be filed through the Community Development Department.

The complete street elements are consistent with the Land Use and Circulation Element as well as the Bicycle Transportation Plan, therefore consistent with the environmental review of those documents. While Council is asked to amend the Bicycle Transportation Plan to modify the route of the Beach/King Bicycle Boulevard to the Nipomo/Hutton/King Neighborhood Greenway, this alignment change is not considered substantially different than what was previously approved during environmental review. The route alignment simply shifts the route from one existing street network to a parallel existing street. In addition, the types of complete street improvements proposed as part of this Project would all be considered categorically exempt from CEQA in the category of Existing Facilities, maintenance activities. Therefore, no additional environmental review is triggered.

FISCAL IMPACT

Budgeted: Yes Funding Identified: Yes Budget Year: 2019-21

Fiscal Analysis:

This proposed project is recommended to be awarded prior to the new fiscal year with work not starting before July 1, 2020 when the Fiscal Year 2020-21 funding is available. Current funding is pending the recommended changes in the 2019-21 Capital Improvement Plan appropriations due to the escalating cost of construction. This project’s funding need will be included in a portfolio of projects that require funding revisions and presented to the Revenue Enhancement Oversight Committee on March 18, 2020 and forward to Council for consideration on April 7, 2020. This re-appropriation will augment the project’s available funding as it is considered of high priority.
If funding is not sufficient to support all of this project’s needs, only portions of the contract would be awarded to reflect the work that can be completed with the available budget. In order to allow for project implementation during the summer months, and to lessen impacts to the traveling public, staff is recommending this project be approved for advertisement now.

There is currently a balance of $592,165, pending budget transfers from recently completed projects to support this work. Furthermore, the 2019-21 Financial Plan programmed funding of $1,798,567 for Fiscal Year 2020-21. Due to reductions in anticipated revenue from the Road Maintenance and Rehabilitation Act (RMRA), additional funding has been programmed for Council consideration with the request to re-appropriate project funding from the 2019-20 Capital Improvement Plan budget on March 17, 2020.

Due to the number of multi-modal transportation improvements proposed in this plan, the Bicycle Facility Improvements Account (90572) will also contribute funding towards this project. This account has a current balance of $142,868 and will receive additional funding of $100,000 in Fiscal Year 2020-21.

There are currently no funds in the Pedestrian and Bicycle Pathway Maintenance account (1000032) but it will receive $79,000 in Fiscal Year 2020-21. These funds will be used for the maintenance of the Bob Jones Bike Path identified in this project.

The Parking Lot Maintenance account (1000031) possesses a current balance of $18,275. The Emerson Parking Lot maintenance is anticipated to cost $11,000. Sufficient funds exist for this project.

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<th>Annualized On-going Cost</th>
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### Estimated Project Cost by Funding Sources

#### Roadway Sealing, Emerson Parking Lot and Bob Jones Trail Projects

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### ALTERNATIVES

1. **Deny Authorization to advertise.** The City Council may choose not to authorize project advertisement. Staff does not recommend this alternative because this is the ideal time to advertise paving projects for summer construction. Additionally, advertising the project now will position the City to begin work as early as possible and minimize impacts to the traveling public.

2. **Deny adoption of resolution to modify the Bicycle Transportation Plan.** The City Council may choose not to amend the Bicycle Transportation Plan. Staff does not recommend this alternative as the Active Transportation Committee has recommended this amendment and that the amended alignment provides better bicycle connectivity in support of the City’s major city goal of sustainable transportation.
Attachments:

a - Draft Resolution
b - COUNCIL READING FILE - Project Plans
c - COUNCIL READING FILE - Project Specifications
d - COUNCIL READING FILE - Area 4 and 5 Map
e - Examples of Neighborhood Greenway Branding Elements
RESOLUTION NO. _____ (2020 SERIES)

A RESOLUTION OF THE CITY COUNCIL OF THE CITY OF SAN LUIS
OBISPO, CALIFORNIA, AMENDING THE BICYCLE
TRANSPORTATION PLAN (AMENDED 2019) TO UPDATE THE
ALIGNMENT OF THE BEACH/KING NEIGHBORHOOD BICYCLE
BOULEVARD

WHEREAS, the City of San Luis Obispo (City) adopted a Vision Zero policy to eliminate
all fatal traffic deaths and severe injuries by 2030; and

WHEREAS, the Circulation Element to the General Plan has modal split objectives of 20
percent for bicycles and 18 percent for walking, carpool, and other forms of transportation; and

WHEREAS, the potential environmental impacts of the 2013 Bicycle Transportation Plan
have been evaluated in accordance with the California Environmental Quality Act (CEQA)
pursuant to an initial environmental study (ER71-13) and a Negative Declaration of environmental
impact was adopted by the City Council pursuant to Resolution 10471 (2013 Series); and

WHEREAS, the Bicycle Transportation Plan currently includes the Beach/King Bicycle
Boulevard with an intent to provide a low traffic impact north/south through route for bicyclists
that serves the downtown core for neighborhoods south of the downtown core and west of Broad
Street; and

WHEREAS, the City has determined that the term “neighborhood greenway” is a more
fitting term than “bicycle boulevard” in terms of accurately representing the broad scope of
elements typically included in bikeway projects that feature traffic calmed shared streets with
pedestrian infrastructure, landscaping and aesthetic enhancements; and

WHEREAS, the Nipomo/Hutton/King Neighborhood Greenway is the proposed
alignment that is not identified in the 2013 Bicycle Transportation Plan; and

WHEREAS, on November 21, 2019 the Active Transportation Committee reviewed the
proposed alignment on Nipomo/Hutton/King at a public hearing and recommended that the City
Council amend the alignment of the Beach/King Bicycle Boulevard in the Bicycle Transportation
Plan to the Nipomo/Hutton/King alignment; and

NOW, THEREFORE, BE IT RESOLVED by the Council of the City of San Luis Obispo
as follows:

SECTION 1. Findings. This Council, after consideration of the alignment
Nipomo/Hutton/King Neighborhood Greenway as recommended by the Active Transportation
Committee, staff recommendation, public testimony, and reports thereof, makes the following
findings:

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R _____

Packet Page 56
a) The proposed alignment of the Nipomo/Hutton/King Neighborhood Greenway will promote bicycling and walking by making these activities safer, more accessible, and attractive;
b) The proposed alignment will further General Plan goals to increase opportunities for bicycling, walking and other forms of sustainable transportation;
c) The proposed alignment will provide greater potential to increase active transportation mode share due to a more accessible route to access neighborhoods both north and south of the downtown.

SECTION 2. Approval. The 2013 Bicycle Transportation Plan is hereby amended by the City Council to update the Beach/King Bicycle Boulevard to the Nipomo/Hutton/King Neighborhood Greenway as depicted in Exhibit A and Resolution 10471 (2013 Series) approving the 2013 Bicycle Transportation Plan is superseded and the 2013 Bicycle Transportation Plan as amended shall hereafter be the official City’s official plan.
SECTION 3. CEQA Determination. The City Council finds that the changed alignment from Beach/King is not a substantial change to the project and environmental review previously approved; the realignment will not result in any additional or more significant effects; and that the realignment does not require any new or different mitigations, render any previously infeasible mitigations to be feasible. Thus, the amendments to the Bicycle Transportation Plan do not trigger any of the circumstances set forth in CEQA Guideline Section 15162.

Upon motion of ______________________, seconded by ______________________, and on the following roll call vote:

AYES:
NOES:
ABSENT:

The foregoing resolution was adopted this _____ day of _____________________ 2020.

____________________________________
Mayor Heidi Harmon

ATTEST:

____________________________________
Teresa Purrington
City Clerk

APPROVED AS TO FORM:

____________________________________
J. Christine Dietrick
City Attorney

IN WITNESS WHEREOF, I have hereunto set my hand and affixed the official seal of the City of San Luis Obispo, California, this __________ day of _________________________, 2020.

____________________________________
Teresa Purrington
City Clerk
Examples of Neighborhood Greenway Branding Elements

Example Signage and Pavement Markings

Example Painted Bulbouts
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