

Introduced by _____

First Reading _____

Second Reading _____

Ordinance No. _____

Council Bill No. B 172-12

AN ORDINANCE

amending Chapter 29 of the City Code as it relates to the scenic roadway area overlay; and fixing the time when this ordinance shall become effective.

BE IT ORDAINED BY THE COUNCIL OF THE CITY OF COLUMBIA, MISSOURI, AS FOLLOWS:

SECTION 1. Chapter 29 of the Code of Ordinances of the City of Columbia, Missouri, is hereby amended as follows:

Material to be deleted in ~~strikeout~~; material to be added underlined.

Sec. 29-21.2. District S-R, scenic roadway area overlay.

(a) *Purposes of the Scenic Roadway Area.* The S-R scenic roadway area is intended to promote the conservation, preservation and enhancement of the scenic qualities and landscape of scenic roadway areas as well as promoting the health, safety and general welfare of the public ~~by encouraging the conservation, preservation and enhancement of the scenic qualities and landscape of scenic roadway areas~~. The purposes of the district are:

...

(c) *Site Development Regulations.* All land and buildings within a scenic roadway area shall comply with all regulations of the underlying zoning district and applicable sign regulations, provided they do not conflict with the scenic road overlay design, purpose or intent, as well as the following:

- (1) *Underground utilities.* All on-site utilities shall be located underground unless required by the utility to be otherwise located.
- (2) *Vegetative buffer.* The vegetative buffer is hereby defined as the portion of the site:
 - a. Within seventy-five (75) feet of the centerline of a local residential street;

- b. Within eighty-three (83) feet of the centerline of a collector street; or
- c. Within one hundred (100) feet of the centerline of an arterial street.

~~Except for the following, no clearing of vegetation shall be permitted within the vegetative buffer:~~

- ~~a. Street or sidewalk construction or reconstruction.~~
- ~~b. Clearing necessary to provide and maintain natural or man-made drainage features, utilities, street lights, traffic control devices, street name signs, required sight clearance and access to the site.~~
- ~~c. Mowing, maintenance or the removal of dead or dying trees.~~
- ~~d. Agricultural activities.~~

Installed landscaping may be added to the vegetative buffer area to meet screening requirements defined elsewhere in this chapter. Where building addressing requirements of chapter 24 cannot be met due to the vegetative buffer or a building's distance from the roadway, the address or addresses shall be clearly marked at the roadway's edge by the property owner in a manner acceptable to the director of community development.

- (3) *Signs.* The sign regulations of chapter 23 of this Code shall apply, except where modified as follows. Only monument signs are allowed. A monument sign is a sign attached directly to the ground or a base attached directly to the ground and not supported by poles, uprights or braces. Internal lighting of signs, neon or flashing signs, display signs and roof signs shall not be permitted. All spotlights and exterior lighting shall be oriented away from adjacent properties and the scenic roadways.
- (4) *Building floodlighting.* Building floodlighting is not permitted in nonresidential zoning districts within the scenic roadway area.
- (5) *Minimum driveway spacing.* The minimum distance between the center of driveways onto a designated scenic roadway ~~must~~ shall be two hundred twenty (220) feet for any tract, lot or parcel. No tract, lot or parcel shall have more than two (2) driveways.

...

- (e) *Designation Procedure.* The following procedure shall be followed in designating scenic roadways:

...

(f) *Corridor Plan.* Following, and within ninety (90) days of designation, the planning and zoning commission shall initiate a corridor study and planning process, to identify existing conditions, estimate future land use and transportation infrastructure needs, and work with an appointed stakeholder advisory group to determine values and preferences regarding scenic preservation and roadway design within and along the corridor. The corridor plan shall result in the development of goals, objectives, policies and recommendations to guide future land use, transportation planning, and design decisions.

The city council shall appoint a stakeholder advisory group of up to fifteen (15) members with the following composition:

- (1) One-third (1/3) shall be residents who live along the affected scenic road corridor, including at least one (1) resident property owner.
- (2) One-third (1/3) shall be representatives of the general public, who may be from various interested citizen groups.
- (3) One-third (1/3) shall be officials, including members of the planning and zoning commission, environment and energy commission, parks and recreation commission, bicycle and pedestrian commission, community development support staff, and the city council member from the affected ward.

City staff shall prepare a report for the planning and zoning commission. The commission shall hold a public hearing on the scenic roadway corridor plan. The recommendations of the planning and zoning commission and the staff report shall be forwarded to the city council. The city council will conduct a public hearing to take action on the proposed corridor plan.

(g) *Roadway Design.* Roadway design, including the design of proposed alterations and improvements as defined in subsection (i), shall be coordinated with the city's capital improvement project schedule and shall substantially conform to the adopted corridor plan. Public input shall be collected by the public works department during the design phase.

- (1) *Timing.* Any improvements recommended by the corridor plan should be considered for inclusion in the city's capital improvement program, which is used to coordinate scheduling, funding, design, and construction of future capital projects, and is subject to council approval.
- (2) *Consistency with corridor plan.* The design shall be consistent with the goals, objectives, policies, and recommendations of the corridor plan. Pedestrian and bicyclist facilities and access management shall also be considered in

the roadway design, understanding that design options that are away from the road may need to be designed to preserve and enhance the scenic quality of the road.

- (3) *Stakeholder advisory group.* The stakeholder advisory group shall weigh the level of service needs of all intended roadway users against S-R district preservation goals in proposing specific design options for the roadway.
- (4) *Modifications to city roadway design standards.* Modifications to the applicable roadway design standards should be considered to aid in preserving scenic characteristics of the roadway. The use of materials that blend into and complement the scenic characteristics of the roadway, including, but not limited to, stone and timber, should be used for bridges, guard rails, guideposts and other engineered structures, provided that they meet safety standards set forth in *The American Association of State Highway and Transportation Officials Roadside Design Guide*. Scenic road curves should be retained as much as possible, speed limited, and no curve banking.
- (5) *Public involvement process.* Public involvement during the scenic roadway design phase shall consist of regular pre-design stakeholder input meetings, as needed, to fully address design issues, followed by at least one (1) additional stakeholder input meeting once a preliminary design has been completed by the public works department. Upon completion of a preliminary roadway design, city staff shall prepare a report for the planning and zoning commission. The commission shall hold a public hearing on the proposed design. The recommendations of the planning and zoning commission and the staff report shall be forwarded to the city council, which will conduct a public hearing in accordance with the standard public improvement process set forth in chapter 22 and take action on the proposed roadway design.

(h) *Routine Maintenance.* The City shall maintain scenic roadways in good repair and in passable condition by routine maintenance. However, such routine maintenance shall be performed in a manner to protect and maintain the scenic characteristics of the roadway to the extent feasible.

For the purposes of this section, the term “routine maintenance” shall include:

- (1) *Road cleaning, including removal of snow or other debris from the road surface.*
- (2) *Removal of dead, seriously diseased or damaged trees and branches that pose a threat to public safety; trimming branches to allow school buses, emergency vehicles, and other vehicles to pass; (the corridor plan may*

prohibit larger vehicles from using the road or they may be limited by the city council to preserve the scenic quality of the road); trimming and removal of brush and removal of brush and removal of boulders and other obstacles that encroach on the traveled portion of the road or obstruct established site lines required for safety; necessary cutting and trimming of brush or trees for utility lines (as established in the corridor plan); and trimming of brush to enhance and protect scenic views, stone walls, mature trees, and other scenic characteristics of the scenic road as set forth in its designation.

- (3) The correction of road drainage problems, including, but not limited to, the removal of trees, shrubs, silt and other material from existing drainage structures, and the replacement of cross culverts, drains and cross culvert drainage pipes. If correction of the problem involves removing the vegetative buffer, then this must come before the stakeholder advisory group for the group's approval and input.
- (4) Graveling (or its equivalent) and grading to smooth the surface of unpaved roads, provided that the nature and characteristics of the material used on the road surface remains the same or the surface is restored to a prior passable condition using natural materials such as crushed rock or native stone or the equivalent.
- (5) Repaving, retreatment, or repair of existing paved surfaces, curbs and gutters, that does not require the widening of the traveled path or the removal of trees or stone walls or changing the grade or configuration. For purposes of this subsection, "widening of the traveled path" means extending the traveled path beyond its width prior to repaving. Periodic edging out to maintain unpaved shoulders shall be considered routine maintenance if it does not remove the existing vegetative buffer.
- (6) Repair or replacement of existing bridges, guard posts, rails and other engineered structures, in accordance with the corridor plan.
- (7) Installation of signs, including reflectors, warning, speed limit, and other roadway signs that are installed in accordance with standards set forth in the *Manual on Uniform Traffic Control Devices*.

(i) *Alterations and Improvements.* Any proposed alteration or improvement to a scenic roadway shall follow the public involvement process for roadway design in subsection (g)(5) above. For the purposes of this section, the terms "alteration" and "improvement" are defined as any change to the roadway, other than routine maintenance, including the following:

- (1) Any change to the width of the traveled path of the right-of-way,

- (2) Any change to the alignment, grade or elevation of the roadway.
- (3) Any change to the nature and characteristics of the material used on the road surface.
- (4) The removal of visible boulders that do not pose a safety hazard.
- (5) The removal or cutting of trees, shrubs, or other vegetation within the un-traveled portion of the road.
- (6) The installation of new bridges, guard posts, rails and other engineered structures where no such structure currently exists, and
- (7) The installation of sidewalks, pedways, bike paths, or nature trails.

(f-i) *Nonconforming Uses.* Any structure, including fences, which was made nonconforming by its location in an area designated a scenic roadway area, if damaged or destroyed, may be rebuilt or replaced, providing such replacement does not exceed the size or height existing when the scenic roadway area designation became effective. Any rebuilding or replacement shall be done, considering their effect on the scenic road characteristics and in accordance with all current city standards that would be in conformance with the scenic road characteristics.

SECTION 2. This ordinance shall be in full force and effect from and after its passage.

PASSED this _____ day of _____, 2012.

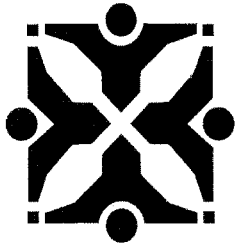
ATTEST:

City Clerk

Mayor and Presiding Officer

APPROVED AS TO FORM:


City Counselor



Source: Community Development - Planning 

Agenda Item No:

To: City Council

From: City Manager and Staff 

Council Meeting Date: Jul 16, 2012

Re: District S-R, Scenic Roadway Area Overlay - zoning ordinance text amendment (Case 11-04)

EXECUTIVE SUMMARY:

A request by the City of Columbia to amend the text of Section 29-21.2 (District S-R, Scenic Roadway Area Overlay) by adding a formal process for corridor planning and design associated with major improvement projects located within designated scenic corridors. The proposed text amendment also includes parameters for routine maintenance, alterations, and improvements within the S-R District. (Case 11-04)

DISCUSSION:

In January 2011, Council directed the Planning and Zoning Commission to recommend amendments to the S-R (Scenic Roadways) District to provide a process for improving design safety and enhancing aesthetic provisions within the ordinance.

At its July 5, 2012 meeting, the Planning and Zoning Commission unanimously (7-0) recommended to approve a text amendment, which adds the following elements to the S-R Overlay District:

1. A corridor planning process, which would include a land use study and public input process to guide future land use, transportation planning, and design decisions.
2. A roadway design process, which combines stakeholder preferences with preliminary engineering to achieve a design that is consistent with the purpose and goals of the ordinance and corridor plan.
3. Definitions of "routine maintenance" and "alterations and improvements", to clearly delineate the threshold of activity that is allowed to occur within scenic road rights-of-way, above which a public involvement process is required.

One member of the public expressed general support for the proposed text changes, with the suggestion that the intent of the ordinance be broadened to address historic qualities and immediately surrounding areas. Commissioners were supportive of the request as submitted.

The staff report and a marked-up version of the proposed ordinance revisions as well as July 5 PZC minutes are attached. Additionally, the previously submitted reports and minutes from the Planning and Zoning Commission meetings relating to the proposed text change have been included as background/supporting documentation.

FISCAL IMPACT:

None

VISION IMPACT:

<http://www.gocolumbiamo.com/Council/Meetings/visionimpact.php>

None

SUGGESTED COUNCIL ACTIONS:

Approval of the proposed text amendments to Section 29-21.2 (S-R District, Scenic Roadway Area Overlay).

FISCAL and VISION NOTES:					
City Fiscal Impact Enter all that apply		Program Impact		Mandates	
City's current net FY cost	\$0.00	New Program/ Agency?	No	Federal or State mandated?	No
Amount of funds already appropriated	\$0.00	Duplicates/Expands an existing program?	No	Vision Implementation impact	
Amount of budget amendment needed	\$0.00	Fiscal Impact on any local political subdivision?	No	Enter all that apply: Refer to Web site	
Estimated 2 year net costs:		Resources Required		Vision Impact?	No
One Time	\$0.00	Requires add'l FTE Personnel?	No	Primary Vision, Strategy and/or Goal Item #	NA
Operating/ Ongoing	\$0.00	Requires add'l facilities?	No	Secondary Vision, Strategy and/or Goal Item #	NA
		Requires add'l capital equipment?	No	Fiscal year implementation Task #	NA

**AGENDA REPORT
PLANNING AND ZONING COMMISSION MEETING
July 5, 2012**

SUMMARY

This is a request by the City of Columbia to amend the text of Section 29-21.2 (District S-R, Scenic Roadway Area Overlay) by adding a formal process for corridor planning and design associated with major improvement projects located within designated scenic corridors. The proposed text amendment also includes parameters for routine maintenance, alterations, and improvements within the S-R District. **(Case 11-04)**

DISCUSSION

In January 2011, Council directed the Planning and Zoning Commission to recommend amendments to the S-R (Scenic Roadways) District to provide a process for improving design safety and enhancing aesthetic provisions within the ordinance. The request originated from the perception that safety issues exist along Rock Quarry Road – Columbia's only existing scenic roadway – and the desire to develop a design standard that meets the preservation intent of the ordinance.

After reviewing the existing S-R District ordinance, which provides designation criteria and procedures, as well as preservation-oriented site development regulations, the Commission determined that the following sections should be added to achieve Council's goals:

1. A corridor planning process, which would include a land use study and public input process to guide future land use, transportation planning, and design decisions.
2. A roadway design process, which combines stakeholder preferences with preliminary engineering to achieve a design that is consistent with the purpose and goals of the ordinance and corridor plan.
3. Definitions of "routine maintenance" and "alterations and improvements", to clearly delineate the threshold of activity that is allowed to occur within scenic road rights-of-way, above which a public involvement process is required.

Proposed changes to the S-R District ordinance were forwarded to Council with unanimous support from the Planning and Zoning Commission in May, 2011. The draft was remanded to the Planning and Zoning Commission for additional review and changes to be made in order to bolster the preservation intent of the ordinance and remove ambiguous language.

With the above-mentioned changes, staff believes that the proposed text amendment will achieve the goals described by Council.

A copy of the latest version of the proposed S-R District text amendment is attached, along with previously submitted staff reports related to this request.

STAFF RECOMMENDATION

Approval of the text amendment

Report prepared by Steve MacIntyre

Approved by Patrick Zenner

Proposed text amendments to Sec. 29-21.2. District S-R, Scenic Roadway Area Overlay District.

Material to be deleted in ~~strikeout~~; material to be added underlined.

Sec. 29-21.2. District S-R, scenic roadway area overlay.

(a) *Purposes of the Scenic Roadway Area.* The S-R scenic roadway area is intended to promote the conservation, preservation and enhancement of the scenic qualities and landscape of scenic roadway areas as well as promoting the health, safety and general welfare of the public ~~by encouraging the conservation, preservation and enhancement of the scenic qualities and landscape of scenic roadway areas.~~ The purposes of the district are:

- (1) To preserve the scenic character of designated roadways and, where possible, preserve scenic views from the roadways.
- (2) To maintain the natural beauty of the landscape as it currently exists along designated roadways.
- (3) To encourage development which is compatible with and, where possible, enhances such natural beauty.
- (4) To encourage safe and efficient traffic flow along designated scenic roadways for all modes of travel.

(b) *General Provisions.* The minimum lot width at the right-of-way line of a designated scenic road for R-3, R-4 and nonresidential zoning districts shall be three hundred (300) feet.

(c) *Site Development Regulations.* All land and buildings within a scenic roadway area shall comply with all regulations of the underlying zoning district and applicable sign regulations, provided they do not conflict with the scenic road overlay design, purpose, or intent, as well as the following:

- (1) *Underground utilities.* All on-site utilities shall be located underground unless required by the utility to be otherwise located.
- (2) *Vegetative buffer.* The vegetative buffer is hereby defined as the portion of the site:
 - a. Within seventy-five (75) feet of the centerline of a local residential street;
 - b. Within eighty-three (83) feet of the centerline of a collector street; or

- c. Within one hundred (100) feet of the centerline of an arterial street.

~~No clearing of vegetation shall be permitted within the vegetative buffer, except for mowing and maintenance, as designated in the corridor plan, or the removal of dead or imminently dangerous and dying trees. Except for the following, no clearing of vegetation shall be permitted within the vegetative buffer:~~

- ~~a. Street or sidewalk construction or reconstruction, including related drainage improvements.~~
- ~~b. Clearing necessary to provide and maintain natural or man-made drainage features, utilities, street lights, traffic control devices, street name signs, required sight clearance and access to the site.~~
- ~~c. Mowing, maintenance or the removal of dead or dying trees.~~
- d. — Agricultural activities.

Installed landscaping may be added to the vegetative buffer area to meet screening requirements defined elsewhere in this chapter. Where building addressing requirements of chapter 24 cannot be met due to the vegetative buffer or a building's distance from the roadway, the address or addresses shall be clearly marked at the roadway's edge by the property owner in a manner acceptable to the director of public works.

- (3) *Signs.* The sign regulations of chapter 23 of this Code shall apply, except where modified as follows. Only monument signs are allowed. A monument sign is a sign attached directly to the ground or a base attached directly to the ground and not supported by poles, uprights or braces. Internal lighting of signs, neon or flashing signs, display signs and roof signs shall not be permitted. All spotlights and exterior lighting shall be oriented away from adjacent properties and the scenic roadways.
- (4) *Building floodlighting.* Building floodlighting is not permitted in nonresidential zoning districts within the scenic roadway area.
- (5) *Minimum driveway spacing.* The minimum distance between the center of driveways onto a designated scenic roadway must be two hundred twenty (220) feet for any tract, lot or parcel. No tract, lot or parcel shall have more than two (2) driveways.

(d) *Designation Criteria.* The following criteria shall be substantially met before a street is designated as a scenic roadway:

- (1) The street affords the opportunity for the public to enjoy the natural beauty of hills, valleys, creek bottoms or vegetation;
- (2) The street is adjacent to significant natural landscape elements such as undisturbed native tree associations, rock formations and old growth trees;
- (3) The street offers scenic views or vistas from the roadway;
- (4) The street traverses or is adjacent to environmentally sensitive areas such as wetlands, woodlands, park land or private conservation areas.
- (5) In all instances, the proposed scenic roadway shall be comprised of contiguous roadway sections and have readily identifiable termini such as creeks, bridges, arterial streets or other prominent physical landmarks.

(e) *Designation Procedure.* The following procedure shall be followed in designating scenic roadways:

- (1) A proposal to designate a scenic roadway may be made by:
 - a. The city council;
 - b. An application to the city council from interested citizens, citizen groups or a recognized neighborhood organization; or
 - c. An application or petition to the city council signed by owners of fifty (50) per cent or more of all parcels of land with frontage along the proposed scenic roadway segment.
- (2) The city council action or citizen petitions must include a statement identifying the criteria set forth in subsection (d) of this section, which support the scenic roadway designation and setting forth the purposes and intent of such a designation.
- (3) City staff shall prepare a report for the planning and zoning commission. The commission shall hold a public hearing on the scenic roadway designation request. The recommendations of the planning and zoning commission and the staff report shall be forwarded to the city council, which will conduct a public hearing to take action on the proposed designation.

(f) *Corridor Plan.* Following, and within ninety (90) days of designation, the planning and zoning commission shall initiate a corridor study and planning process, to identify existing conditions, estimate future land use and transportation infrastructure needs, and work with an appointed stakeholder advisory group, and engage stakeholders to determine values and preferences regarding scenic preservation and

roadway design within and along the corridor. The corridor plan shall result in the development of goals, objectives, policies and recommendations to guide future land use, transportation planning, and design decisions.

Council shall appoint a stakeholder advisory group of up to 15 members with the following composition:

- (1) One third (1/3) residents who live along the affected scenic road corridor, including at least one resident property owner
- (2) One third (1/3) representatives of the general public, which may be from various interested citizen groups
- (3) One third (1/3) officials, including members of the Planning and Zoning Commission, Environment and Energy Commission, Parks and Recreation Commission, Bicycle and Pedestrian Commission, Planning and Zoning support staff, and member of Council from the affected Ward.

City staff shall prepare a report for the planning and zoning commission. The commission shall hold a public hearing on the scenic roadway corridor plan. The recommendations of the planning and zoning commission and the staff report shall be forwarded to the city council, which will conduct a public hearing to take action on the proposed corridor plan.

(g) *Roadway Design.* Roadway design, including the design of proposed alterations and improvements as defined in subsection (i), shall be coordinated with the CIP project schedule, and shall substantially conform to the adopted corridor plan. Public input shall be collected by the Public Works Department during the design phase.

- (1) *Timing.* Any improvements recommended by the corridor plan should be considered for inclusion in the city's capital improvement program, which is used to coordinate scheduling, funding, design, and construction of future capital projects, and is subject to council approval.
- (2) *Consistency with Corridor Plan.* The design shall be consistent with the goals, objectives, policies, and recommendations of the corridor plan. The National Cooperative Highway Research Program (NCHRP) Report 616 (Multi-Modal Level of Service Analysis for Urban Streets), and quality of service factors such as pPedestrian and bicyclist facilities and access management shall also be considered in the roadway design, understanding that design options that are away from the road may need to be designed to preserve and enhance the scenic quality of the road.
- (3) *Stakeholder Advisory Group.* An advisory group shall be formed to provide input into the preliminary roadway design. The Stakeholder Advisory Group shall weigh the level of service needs of all intended roadway users

against S-R district preservation goals in proposing specific design options for the roadway. Representatives from the following groups should be included in the Advisory Group:

- a. Adjacent owners,
- b. The general public,
- c. Bicycle and Pedestrian Commission member,
- d. Parks and Recreation Commission member,
- e. Planning and Zoning Commission member, and
- f. Planning and Zoning Commission support staff

(4) *Modifications to City Roadway Design Standards.* Modifications to the applicable roadway design standards should be considered to aid in preserving scenic characteristics of the roadway. The use of materials that blend into and complement the scenic characteristics of the roadway, including, but not limited to, stone and timber, should be used for bridges, guard rails, guideposts and other engineered structures, provided that they meet safety standards set forth in The American Association of State Highway and Transportation Officials Roadside Design Guide. Scenic road curves should be retained as much as possible, speed limited, and no curve banking.

(5) *Public Involvement Process.* Public involvement during the scenic roadway design phase shall consist of at least one regular pre-design stakeholder input meetings, as needed to fully address design issues, followed by at least one additional stakeholder input meeting once a preliminary design has been completed by the Public Works Department. Upon completion of a preliminary roadway design, city staff shall prepare a report for the planning and zoning commission. The commission shall hold a public hearing on the proposed design. The recommendations of the planning and zoning commission and the staff report shall be forwarded to the city council, which will conduct a public hearing to take action on the proposed roadway design.

(h) *Routine maintenance.* The City shall maintain scenic roadways in good repair and in passable condition by routine maintenance. However, such routine maintenance shall be performed in a manner to protect and maintain the scenic characteristics of the roadway to the extent feasible.

For the purposes of this ordinance, the term "routine maintenance" shall include:

- (1) Road cleaning, including removal of snow or other debris from the road surface.
- (2) Removal of dead, seriously diseased or damaged trees and branches that pose a threat to public safety; trimming branches to allow school buses, emergency vehicles, and other vehicles to pass; (the corridor plan may prohibit larger vehicles from using the road or they may be limited by council to preserve the scenic quality of the road); trimming and removal of brush and removal of brush and removal of boulders and other obstacles that encroach on the traveled portion of the road or obstruct established site lines required for safety; necessary cutting and trimming of brush or trees for utility lines (as established in the corridor plan); and trimming of brush to enhance and protect scenic views, stone walls, mature trees, and other scenic characteristics of the scenic road as set forth in its designation.
- (3) The correction of road drainage problems, including, but not limited to, the removal of trees, shrubs, silt and other material from existing drainage structures and the replacement of cross culverts, drains and cross culvert drainage pipes, but if correction of the problem involves removing the vegetative buffer then this must come before the stakeholder advisory group for their approval and input.
- (4) Graveling (or its equivalent) and grading to smooth the surface of unpaved roads, provided that the nature and characteristics of the material used on the road surface remain the same or the surface is restored to a prior passable condition using natural materials such as crushed rock or native stone or equivalent.
- (5) Repaving, retreatment, or repair of existing paved surfaces, curbs, and gutters, that does not require the widening of the traveled path or the removal of trees or stone walls or changing the grade or configuration. For purposes of this subsection, "widening of the traveled path," means extending the traveled path beyond its width at the prior paving. Periodic edging out and creating to maintain unpaved shoulders shall be considered routine maintenance, if it does not remove the existing vegetative buffer.
- (6) Repair or replacement of existing bridges, guard posts, rails and other engineered structures, in accordance with the corridor plan.
- (7) Signs, including reflectors, warning, speed limit, and other roadway signs shall be installed in accordance with standards set forth in the Manual on Uniform Traffic Control Devices.
 - (i) Alterations and Improvements. Any proposed alteration or improvement to a scenic roadway shall follow the Public Involvement process for Roadway Design in

subsection (g)(5) above. For the purposes of this ordinance, the terms "alteration" and "improvement" are defined as any change to the roadway, other than routine maintenance, including the following:

- (1) Any change to the width of the traveled path of the right-of-way.
- (2) Any change to the alignment, grade, or elevation of the roadway.
- (3) Any change to the nature and characteristics of the material used on the road surface.
- (4) The removal of visible boulders that do not pose a safety hazard
- (5) The removal or cutting of trees, shrubs, or other vegetation within the untraveled portion of the road, and
- (6) The installation of new bridges, guard posts, rails and other engineered structures where no such structure currently exists.
- (7) The installation of sidewalks, pedways, bike paths, or nature trails.

(f)-(j) *Nonconforming Uses.* Any structure, including fences, which was made nonconforming by its location in an area designated a scenic roadway area, if damaged or destroyed, may be rebuilt or replaced, providing such replacement does not exceed the size or height existing when the scenic roadway area designation became effective. Any rebuilding or replacement shall be done, considering their effect on the scenic road characteristics in accordance with all and current city standards that would be in conformance with the scenic road characteristics.

(Ord. No. 15180, § 1, 3-17-97; Ord. No. 15489, § 1, 1-20-98)

Introduced by _____

First Reading _____

Second Reading _____

Ordinance No. _____

Council Bill No. B 136-11

AN ORDINANCE

amending Chapter 29 of the City Code as it relates to scenic roadway area overlay; and fixing the time when this ordinance shall become effective.

BE IT ORDAINED BY THE COUNCIL OF THE CITY OF COLUMBIA, MISSOURI, AS FOLLOWS:

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(c) *Site Development Regulations.* All land and buildings within a scenic roadway area shall comply with all regulations of the underlying zoning district and applicable sign regulations, as well as the following:

- (1) *Underground utilities.* All on-site utilities shall be located underground unless required by the utility to be otherwise located.
- (2) *Vegetative buffer.* The vegetative buffer is hereby defined as the portion of the site:
 - a. Within seventy-five (75) feet of the centerline of a local residential street;
 - b. Within eighty-three (83) feet of the centerline of a collector street; or

- c. Within one hundred (100) feet of the centerline of an arterial street.

Except for the following, no clearing of vegetation shall be permitted within the vegetative buffer:

- a. Street or sidewalk construction or reconstruction, including related drainage improvements.
- b. Clearing necessary to provide and maintain natural or man-made drainage features, utilities, street lights, traffic control devices, street name signs, required sight clearance and access to the site.
- c. Mowing, maintenance or the removal of dead or dying trees.
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(e) *Designation Procedure.* The following procedure shall be followed in designating scenic roadways:

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City staff shall prepare a report for the planning and zoning commission. The commission shall hold a public hearing on the scenic roadway corridor plan. The recommendations of the planning and zoning commission and the staff report shall be forwarded to the city council, which will conduct a public hearing to take action on the proposed corridor plan.

(g) *Roadway Design.* Roadway design, including the design of proposed alterations and improvements as defined in subsection (i), shall be coordinated with the CIP project schedule, and shall substantially conform to the adopted corridor plan. Public input shall be collected by the public works department during the design phase.

- (1) *Timing.* Any improvements recommended by the corridor plan should be considered for inclusion in the city's capital improvement program, which is used to coordinate scheduling, funding, design, and construction of future capital projects, and is subject to council approval.

- (2) Consistency with Corridor Plan. The design shall be consistent with the goals, objectives, policies, and recommendations of the corridor plan. The National Cooperative Highway Research Program (NCHRP) Report 616 (Multi-Modal Level of Service Analysis for Urban Streets), and quality of service factors such as pedestrian and bicyclist facilities and access management shall also be considered in the roadway design.
- (3) Stakeholder Advisory Group. An advisory group shall be formed to provide input into the preliminary roadway design. The Stakeholder Advisory Group shall weigh the level of service needs of all intended roadway users against S-R district preservation goals in proposing specific design options for the roadway. Representatives from the following groups should be included in the Advisory Group:
- a. Adjacent property owners.
 - b. The general public.
 - c. Bicycle and Pedestrian Commission member.
 - d. Parks and Recreation Commission member.
 - e. Planning and Zoning Commission member, and
 - f. Planning and Zoning Commission support staff.
- (4) Modifications to City Roadway Design Standards. Modifications to the applicable roadway design standards should be considered to aid in preserving scenic characteristics of the roadway. The use of materials that blend into and complement the scenic characteristics of the roadway, including, but not limited to, stone and timber, should be used for bridges, guard rails, guideposts and other engineered structures, provided that they meet safety standards set forth in The American Association of State Highway and Transportation Officials Roadside Design Guide.
- (5) Public Involvement Process. Public involvement during the scenic roadway design phase shall consist of at least one pre-design stakeholder input meeting, followed by at least one additional stakeholder input meeting once a preliminary design has been completed by the public works department. Upon completion of a preliminary roadway design, city staff shall prepare a report for the planning and zoning commission. The commission shall hold a public hearing on the proposed design. The recommendations of the planning and zoning commission and the staff report shall be forwarded to the city

council, which will conduct a public hearing to take action on the proposed roadway design.

(h) *Routine maintenance.* The city shall maintain scenic roadways in good repair and in passable condition by routine maintenance. However, such routine maintenance shall be performed in a manner to protect and maintain the scenic characteristics of the roadway to the extent feasible.

For the purposes of this section, the term "routine maintenance" shall include:

- (1) Road cleaning, including removal of snow or other debris from the road surface.
- (2) Removal of dead, seriously diseased or damaged trees and branches that pose a threat to public safety; trimming branches to allow school buses, emergency vehicles, and other vehicles to pass; trimming and removal of brush and removal of brush and removal of boulders and other obstacles that encroach on the traveled portion of the road or obstruct sight lines required for safety; necessary cutting and trimming of brush or trees for utility lines; and trimming of brush to enhance and protect scenic views, stone walls, mature trees, and other scenic characteristics of the scenic road as set forth in its designation.
- (3) The correction of road drainage problems, including, but not limited to, the removal of trees, shrubs, silt and other material from existing drainage structures and the replacement of cross culverts, drains and cross culvert drainage pipes.
- (4) Graveling (or its equivalent) and grading to smooth the surface of unpaved roads, provided that the nature and characteristics of the material used on the road surface remain the same or the surface is restored to a prior passable condition using natural materials such as crushed rock or native stone or equivalent.
- (5) Repaving, retreatment, or repair of existing paved surfaces, curbs, and gutters, that does not require the widening of the traveled path or the removal of trees or stone walls or changing the grade or configuration. For purposes of this subsection, "widening of the traveled path" means extending the traveled path beyond its width at the prior paving. Periodic edging out and creating unpaved shoulders shall be considered routine maintenance.
- (6) Repair or replacement of existing bridges, guard posts, rails and other engineered structures.

(7) Signs, including reflectors, warning, speed limit, and other roadway signs shall be installed in accordance with standards set forth in the Manual on Uniform Traffic Control Devices.

(i) Alterations and Improvements. Any proposed alteration or improvement to a scenic roadway shall follow the Public Involvement process for Roadway Design in subsection (g)(5) above. For the purposes of this section, the terms "alteration" and "improvement" are defined as any change to the roadway, other than routine maintenance, including the following:

- (1) Any change to the width of the traveled path of the right-of-way.
- (2) Any change to the alignment, grade, or elevation of the roadway.
- (3) Any change to the nature and characteristics of the material used on the road surface.
- (4) The removal of visible boulders that do not pose a safety hazard.
- (5) The removal or cutting of trees, shrubs, or other vegetation within the untraveled portion of the road, and
- (6) The installation of new bridges, guard posts, rails and other engineered structures where no such structure previously existed.

(f-j) *Nonconforming Uses.* Any structure, including fences, which was made nonconforming by its location in an area designated a scenic roadway area, if damaged or destroyed, may be rebuilt or replaced, providing such replacement does not exceed the size or height existing when the scenic roadway area designation became effective. Any rebuilding or replacement shall be done in accordance with all current city standards.

SECTION 2. This ordinance shall be in full force and effect from and after its passage.

PASSED this _____ day of _____, 2011.

ATTEST:

City Clerk

Mayor and Presiding Officer

APPROVED AS TO FORM:

City Counselor

Source: Tim Teddy

Agenda Item No. _____

FISCAL and VISION NOTES:

TO: City Council
FROM: City Manager and Staff
DATE: May 6, 2011
RE: S-R District Text Amendment

City Fiscal Impact Enter all that apply:	
\$0	City's current net FY cost.
\$0	Amount of Funds Already appropriated
\$0	Amount of budget amendment needed
\$0	Estimated 2 yr net costs:
\$0	One-time
\$0	Operating / On-going
Program Impact:	
N	New program/ agency (Y/N)
N	Duplicates/expands an existing program (Y/N)
N	Fiscal impact on any local political subdivision (Y/N)
Resources Required:	
N	Requires add'l FTE personnel? (Y/N)
N	Requires additional facilities? (Y/N)
N	Requires additional capital equipment? (Y/N)
Mandates:	
N	Federal or state mandated? (Y/N)
Vision Implementation Impact Enter Below All That Applies: Refer to Website:	
Y	Vision Impact? (Y/N or if N, go no further)
Item # 5.4.3	Primary Vision, Strategy and/or Goal Item#
Item #	Secondary Vision, Strategy and/or Goal Item#
Task #	FY10/FY11 Implementation Task#

EXECUTIVE SUMMARY:

This is a request by the City of Columbia to amend the text of Section 29-21.2. (District S-R, Scenic Roadway Area Overlay) by adding a formal process for corridor planning and design associated with major improvement projects located within designated scenic corridors. The proposed text amendment also includes parameters for routine maintenance, alterations, and improvements within the S-R District. **(Case 11-04)**

DISCUSSION:

At its meeting on February 21st, 2011, Council directed the Planning and Zoning Commission to work with City Planning staff to prepare amendments to the S-R District, which would provide a process for improving road design safety and enhancing aesthetic provisions within the ordinance.

The subsequent text amendment proposes adding the following sections to the S-R District:

1. A corridor planning process, which would include a land use study and public input to guide future land use, transportation planning, and design decisions.
2. A roadway design process, which combines stakeholder preferences with preliminary engineering to achieve a design that is consistent with the purpose and goals of the ordinance and corridor plan.
3. Definitions of "routine maintenance" and "alterations and improvements", to clearly delineate the threshold of activity allowed to occur within scenic road rights-of-way, beyond which public involvement is required.

At its May 5th meeting, the Planning and Zoning Commission unanimously (7-0) voted to recommend approval of the text amendment, including recent minor changes proposed by staff, which have been incorporated into the attached draft ordinance. No members of the public spoke on this request.

FISCAL IMPACT:

There are no fiscal impacts associated with this request.

VISION IMPACT:

This request is related to Vision Report Strategy 5.4.3, "Encourage infill and redevelopment through the use of a task force of stakeholders, a comprehensive list of potential sites, broader public education and attractive developer incentives.

SUGGESTED COUNCIL ACTIONS:

Approval of the proposed text amendment

**AGENDA REPORT
PLANNING AND ZONING COMMISSION MEETING
May 5, 2011**

SUMMARY

This is a request by the City of Columbia to amend the text of Section 29-21.2. (District S-R, Scenic Roadway Area Overlay) by adding a formal process for corridor planning and design associated with major improvement projects located within designated scenic corridors. The proposed text amendment also includes parameters for routine maintenance, alterations, and improvements within the S-R District. **(Case 11-04)**

BACKGROUND

Council directed the Planning and Zoning Commission to recommend amendments to the S-R (Scenic Roadways) District to provide a process for improving design safety and enhancing aesthetic provisions within the ordinance. The request originated from the perception that safety issues exist along Rock Quarry Road – Columbia's only existing scenic roadway – and the desire to develop a design standard that meets the preservation intent of the ordinance (see attached council report).

The existing S-R District ordinance provides designation criteria and procedures, as well as site development regulations, which express detailed standards and preferences geared to achieve the District's stated preservation goals.

The Commission has reviewed the existing S-R District language and determined that the addition of the following sections to the ordinance would achieve Council's goals:

1. A corridor planning process, which would include a land use study and public input to guide future land use, transportation planning, and design decisions.
2. A roadway design process, which combines stakeholder preferences with preliminary engineering to achieve a design that is consistent with the purpose and goals of the ordinance and corridor plan.
3. Definitions of "routine maintenance" and "alterations and improvements", to clearly delineate the threshold of activity that is allowed to occur within scenic road rights-of-way, above which a public involvement process is required.

DISCUSSION

Staff has made changes to the proposed draft amendment language since the Commission's last review. The changes are meant to remove ambiguous and redundant language and correct reference errors. Major changes are itemized below by subsection:

1. (g): Changed "**shall conform**" to "**shall substantially conform**" to clarify that some flexibility should be accommodated to allow for minor design changes that may occur between the corridor planning phase and the roadway design phase, in the event that the corridor plan makes specific design recommendations that prove to be impractical or undesirable as preliminary design moves forward.

2. (g)(3): Changed "**final** roadway design" to "**preliminary** roadway design" to clarify that public involvement is intended to begin early in the design process, prior to any final roadway design being drafted by City engineers.
3. (g)(3): Changed "**shall** be included" to "**should** be included", to accommodate circumstances where a representative may not be available from one of the designated stakeholder groups.
4. (g)(4): Changed "**may**" to "**should**" to emphasize that design standards which deviate from the City's standard cross-sections are not only possible, but preferred.
5. (h)(6): Added language to allow for repair or replacement of engineered structures.
6. (i)(6): Added language to prohibit the installation or new engineered structures "**where no such structure currently exists.**" This is intended to clarify that, while, for example, a damaged guard rail could be replaced with an equivalent section of guard rail, no expansion of such an engineered structure (e.g., adding guard rail in a location where none existed previously) could occur without triggering a public involvement process.
7. Additional changes were made to ensure that references to other sections are up-to-date.

With the above-mentioned changes, staff believes that the proposed text amendment will achieve the goals described by Council.

STAFF RECOMMENDATION

Approval of the text amendment, subject to the additional changes proposed by staff

Report prepared by SM

Approved by PRZ

Proposed text amendments to Sec. 29-21.2. District S-R, Scenic Roadway Area Overlay District.

Material to be deleted in ~~strikeout~~; material to be added underlined.

Sec. 29-21.2. District S-R, scenic roadway area overlay.

(a) *Purposes of the Scenic Roadway Area.* The S-R scenic roadway area is intended to promote the health, safety and general welfare of the public by encouraging the conservation, preservation and enhancement of the scenic qualities and landscape of scenic roadway areas. The purposes of the district are:

- (1) To preserve the scenic character of designated roadways and, where possible, preserve scenic views from the roadways.
- (2) To maintain the natural beauty of the landscape as it currently exists along designated roadways.
- (3) To encourage development which is compatible with and, where possible, enhances such natural beauty.
- (4) To encourage safe and efficient traffic flow along designated scenic roadways for all modes of travel.

(b) *General Provisions.* The minimum lot width at the right-of-way line of a designated scenic road for R-3, R-4 and nonresidential zoning districts shall be three hundred (300) feet.

(c) *Site Development Regulations.* All land and buildings within a scenic roadway area shall comply with all regulations of the underlying zoning district and applicable sign regulations, as well as the following:

- (1) *Underground utilities.* All on-site utilities shall be located underground unless required by the utility to be otherwise located.
- (2) *Vegetative buffer.* The vegetative buffer is hereby defined as the portion of the site:
 - a. Within seventy-five (75) feet of the centerline of a local residential street;
 - b. Within eighty-three (83) feet of the centerline of a collector street; or
 - c. Within one hundred (100) feet of the centerline of an arterial street.

Except for the following, no clearing of vegetation shall be permitted within the vegetative buffer:

- a. Street or sidewalk construction or reconstruction, including related drainage improvements.
- b. Clearing necessary to provide and maintain natural or man-made drainage features, utilities, street lights, traffic control devices, street name signs, required sight clearance and access to the site.
- c. Mowing, maintenance or the removal of dead or dying trees.
- d. Agricultural activities.

Installed landscaping may be added to the vegetative buffer area to meet screening requirements defined elsewhere in this chapter. Where building addressing requirements of chapter 24 cannot be met due to the vegetative buffer or a building's distance from the roadway, the address or addresses shall be clearly marked at the roadway's edge by the property owner in a manner acceptable to the director of public works.

- (3) *Signs.* The sign regulations of chapter 23 of this Code shall apply, except where modified as follows. Only monument signs are allowed. A monument sign is a sign attached directly to the ground or a base attached directly to the ground and not supported by poles, uprights or braces. Internal lighting of signs, neon or flashing signs, display signs and roof signs shall not be permitted. All spotlights and exterior lighting shall be oriented away from adjacent properties and the scenic roadways.
- (4) *Building floodlighting.* Building floodlighting is not permitted in nonresidential zoning districts within the scenic roadway area.
- (5) *Minimum driveway spacing.* The minimum distance between the center of driveways onto a designated scenic roadway must be two hundred twenty (220) feet for any tract, lot or parcel. No tract, lot or parcel shall have more than two (2) driveways.

(d) *Designation Criteria.* The following criteria shall be substantially met before a street is designated as a scenic roadway:

- (1) The street affords the opportunity for the public to enjoy the natural beauty of hills, valleys, creek bottoms or vegetation;
- (2) The street is adjacent to significant natural landscape elements such as undisturbed native tree associations, rock formations and old growth trees;

- (3) The street offers scenic views or vistas from the roadway;
- (4) The street traverses or is adjacent to environmentally sensitive areas such as wetlands, woodlands, park land or private conservation areas.
- (5) In all instances, the proposed scenic roadway shall be comprised of contiguous roadway sections and have readily identifiable termini such as creeks, bridges, arterial streets or other prominent physical landmarks.

(e) *Designation Procedure.* The following procedure shall be followed in designating scenic roadways:

- (1) A proposal to designate a scenic roadway may be made by:
 - a. The city council;
 - b. An application to the city council from interested citizens, citizen groups or a recognized neighborhood organization; or
 - c. An application or petition to the city council signed by owners of fifty (50) per cent or more of all parcels of land with frontage along the proposed scenic roadway segment.
- (2) The city council action or citizen petitions must include a statement identifying the criteria set forth in subsection (d) of this section, which support the scenic roadway designation and setting forth the purposes and intent of such a designation.
- (3) City staff shall prepare a report for the planning and zoning commission. The commission shall hold a public hearing on the scenic roadway designation request. The recommendations of the planning and zoning commission and the staff report shall be forwarded to the city council, which will conduct a public hearing to take action on the proposed designation.

(f) *Corridor Plan.* Following, and within ninety (90) days of designation, the planning and zoning commission shall initiate a corridor study and planning process, to identify existing conditions, estimate future land use and transportation infrastructure needs, and engage stakeholders to determine values and preferences regarding scenic preservation and roadway design within and along the corridor. The corridor plan shall result in the development of goals, objectives, policies and recommendations to guide future land use, transportation planning, and design decisions.

City staff shall prepare a report for the planning and zoning commission. The commission shall hold a public hearing on the scenic roadway corridor plan. The recommendations of the planning and zoning commission and the staff report shall be

forwarded to the city council, which will conduct a public hearing to take action on the proposed corridor plan.

(g) *Roadway Design.* Roadway design, including the design of proposed alterations and improvements as defined in subsection (i) (i), shall be coordinated with the CIP project schedule, and shall substantially conform to the adopted corridor plan. Additional Public input shall be collected by the Public Works Department during the design phase.

(1) *Timing.* Any improvements recommended by the corridor plan should be considered for inclusion in the city's capital improvement program, which is used to coordinate scheduling, funding, design, and construction of future capital projects, and is subject to council approval.

(2) *Consistency with Corridor Plan.* The design shall be consistent with the goals, objectives, policies, and recommendations of the corridor plan, and conform to preliminary alignment and design recommendations, as feasible. The National Cooperative Highway Research Program (NCHRP) Report 616 (Multi-Modal Level of Service Analysis for Urban Streets), and quality of service factors such as pedestrian and bicyclist facilities and access management shall also be considered in the roadway design.

(3) *Stakeholder Advisory Group.* An advisory group shall be formed to provide input into the final preliminary roadway design. The Stakeholder Advisory Group shall weigh the level of service needs of all intended roadway users against S-R district preservation goals in proposing specific design options for the roadway. Representatives from the following groups shall should be included in the Advisory Group:

a. *Adjacent owners.*

b. *The general public.*

c. *Bicycle and Pedestrian Commission member.*

d. *Parks and Recreation Commission member.*

e. *Planning and Zoning Commission member, and*

f. *Planning and Zoning Commission support staff*

(4) *Modifications to City Roadway Design Standards.* Modifications to the applicable roadway design standards may should be considered to aid in preserving scenic characteristics of the roadway. The use of materials that blend into and complement the scenic characteristics of the roadway, including, but not limited to, stone and timber, should be used for bridges,

guard rails, guideposts and other engineered structures, provided that they meet safety standards set forth in The American Association of State Highway and Transportation Officials Roadside Design Guide.

- (5) *Public Involvement Process.* Public involvement during the scenic roadway design phase shall consist of at least one pre-design stakeholder input meeting, followed by at least one additional stakeholder input meeting once a preliminary design has been completed by Public Works. Upon completion of a preliminary roadway design, city staff shall prepare a report for the planning and zoning commission. The commission shall hold a public hearing on the proposed design. The recommendations of the planning and zoning commission and the staff report shall be forwarded to the city council, which will conduct a public hearing to take action on the proposed roadway design.

(h) *Routine maintenance.* The City shall maintain scenic roadways in good repair and in passable condition by routine maintenance. However, such routine maintenance shall be performed in a manner to protect and maintain the scenic characteristics of the roadway to the extent feasible.

For the purposes of this ordinance, the term "routine maintenance" shall include:

- (1) Road cleaning, including removal of snow or other debris from the road surface.
- (2) Removal of dead, seriously diseased or damaged trees and branches that pose a threat to public safety; trimming branches to allow school buses, emergency vehicles, and other vehicles to pass; trimming and removal of brush and removal of brush and removal of boulders and other obstacles that encroach on the traveled portion of the road or obstruct site lines required for safety; necessary cutting and trimming of brush or trees for utility lines; and trimming of brush to enhance and protect scenic views, stone walls, mature trees, and other scenic characteristics of the scenic road as set forth in its designation.
- (3) The correction of road drainage problems, including, but not limited to, the removal of trees, shrubs, silt and other material from existing drainage structures and the replacement of cross culverts, drains and cross culvert drainage pipes.
- (4) Graveling (or its equivalent) and grading to smooth the surface of unpaved roads, provided that the nature and characteristics of the material used on the road surface remain the same or the surface is restored to a prior passable condition using natural materials such as crushed rock or native stone or equivalent.

(5) Repaving, retreatment, or repair of existing paved surfaces, curbs, and gutters, that does not require the widening of the traveled path or the removal of trees or stone walls or changing the grade or configuration. For purposes of this subsection, "widening of the traveled path," means extending the traveled path beyond its width at the prior paving. Periodic edging out and creating unpaved shoulders shall be considered routine maintenance.

(6) Repair or replacement of existing bridges, guard posts, rails and other engineered structures.

(7) Signs, including reflectors, warning, speed limit, and other roadway signs shall be installed in accordance with standards set forth in the Manual on Uniform Traffic Control Devices.

(i) *Alterations and Improvements.* Any proposed alteration or improvement to a scenic roadway shall follow the Public Involvement process for Roadway Design in subsection (g)(5) (3), above. For the purposes of this ordinance, the terms "alteration" and "improvement" are defined as any change to the roadway, other than routine maintenance, including the following:

(1) Any change to the width of the traveled path of the right-of-way.

(2) Any change to the alignment, grade, or elevation of the roadway.

(3) Any change to the nature and characteristics of the material used on the road surface.

(4) The removal of visible boulders that do not pose a safety hazard

(5) The removal or cutting of trees, shrubs, or other vegetation within the untraveled portion of the road, and

(6) The replacement of installation of new bridges, guard posts, rails and other engineered structures where no such structure currently exists.

(f)(i) *Nonconforming Uses.* Any structure, including fences, which was made nonconforming by its location in an area designated a scenic roadway area, if damaged or destroyed, may be rebuilt or replaced, providing such replacement does not exceed the size or height existing when the scenic roadway area designation became effective. Any rebuilding or replacement shall be done in accordance with all current city standards.

(Ord. No. 15180, § 1, 3-17-97; Ord. No. 15489, § 1, 1-20-98)

Source: Tim Teddy

FISCAL and VISION NOTES:

TO: City Council
FROM: City Manager and Staff
DATE: January 28, 2011
RE: Scenic Roadway Overlay District and
 Rock Quarry Road (Trackers # 2764 & 3113)

City Fiscal Impact Enter all that apply:	
\$0	City's current net FY cost.
\$0	Amount of Funds Already appropriated
\$0	Amount of budget amendment needed
\$0	Estimated 2 yr net costs:
\$0	One-time
\$0	Operating / On-going
Program Impact:	
N	New program/ agency (Y/N)
N	Duplicates/expands an existing program (Y/N)
N	Fiscal impact on any local political subdivision (Y/N)
Resources Required:	
N	Requires add'l FTE personnel? (Y/N)
N	Requires additional facilities? (Y/N)
N	Requires additional capital equipment? (Y/N)
Mandates:	
N	Federal or state mandated? (Y/N)
Vision Implementation Impact Enter Below All That Applies: Refer to Website:	
N	Vision Impact? (Y/N or if N, go no further)
Item #	Primary Vision, Strategy and/or Goal Item#
Item #	Secondary Vision, Strategy and/or Goal Item#
Task #	FY10/FY11 Implementation Task#

Executive Summary

At its February 15, 2010 meeting, Council directed staff to provide recommendations to improve safety along the Rock Quarry Scenic Roadway and ensure that future Scenic Roadways are designed for safety (Tracker # 2764). In subsequent meetings, Council has asked for an analysis of traffic accident data on Rock Quarry Road, and a review of scenic roadway ordinances from other cities with the intent of identifying opportunities to strengthen existing aesthetic provisions in the Scenic Roadway Area Overlay District (S-R District). (Case # 11-04)

DISCUSSION:

At its January 20, 2011 work session, the Planning and Zoning Commission considered a staff report pertaining to the above-referenced issues (see attached). The report concludes that crash rates alone do not support the need for major alterations to Rock Quarry Road; however, the lack of pedestrian and bicycle accommodations may warrant major road improvements. It further suggests that greater enforcement of speed limits and other unsafe motorist behavior may be an effective strategy to decrease crash rates on the scenic portion of Rock Quarry Road.

The report also suggests potential improvements to the S-R District ordinance language to add a public involvement process by which custom design standards may be established for existing and future scenic roads. The proposed model would be similar to the Public Works Department's procedures for gathering stakeholder input on CIP roadway projects.

A review of other cities' scenic roadway ordinances revealed opportunities to improve Columbia's existing S-R District design standards. The City's current S-R District only addresses elements situated *outside* the right-of-way. Preservation of the aesthetic qualities of a scenic road may also be enhanced by

adding guidelines for the appearance of manmade features *within* the right-of-way such as guard rails, bridges, and street signs. Staff believes that these proposed amendments meet Council's request for staff to identify opportunities to improve the S-R District regulations with regard to the "spirit and intent" of the ordinance (Tracker # 3113).

The Planning and Zoning Commission expressed unanimous support for amending the S-R District to include a public involvement process for the purpose of developing context sensitive designs for designated scenic roadways, and adding design guidelines for features within scenic road rights-of-way. The proposed amendments would include

parameters and procedures for maintenance, improvements, and major alterations to both newly designated and existing scenic roadways.

A copy of the staff report provided to the Commission and a proposed outline of the ordinance revisions are attached for your review.

FISCAL IMPACT:

None

VISION IMPACT:

None

SUGGESTED COUNCIL ACTIONS:

Authorize staff to proceed forward with preparing the proposed ordinance amendment and the Planning and Zoning Commission to hold the required public hearing prior to forwarding a recommendation to City Council.

Scenic Roadways Report

1/12/11

Introduction

At its February 15, 2010 meeting, Council directed staff to develop a scenic road standard, or provide recommendations to improve safety along the Rock Quarry Scenic Roadway and ensure that future scenic roadways are designed for safety (Tracker # 2764). At their November 1, 2010 meeting, Council made additional requests for staff to analyze traffic accident data along Rock Quarry Road between Stadium Boulevard and Grindstone Parkway, and review scenic roadway ordinances from other cities. This task was referred to the PZC and discussed at their November 4, 2010 work session. The PZC asked staff to examine the issue from both a process and a design perspective.

The following report briefly addresses each of the above-mentioned issues and recommends various strategies that could be employed to mitigate existing issues.

Overview of Existing Scenic Roadway Area Overlay District (S-R)

The Scenic Roadway (S-R) District was added to the City's Zoning Regulations in 1997 (Ord. 015180) with the stated purpose of preserving natural scenic character and views along designated roadways while encouraging safe and efficient traffic flow for all modes of travel. The overlay includes provisions intended to mitigate traffic conflicts and maintain a natural aesthetic adjacent to designated corridors. A 45-50-foot wide vegetative buffer requirement along both sides of the roadway ensures that natural views are preserved for passersby. Large minimum lot widths (>300 feet), and limitations on the number and distance between driveways (>220 feet between driveways, and no more than two driveways per tract) further ensure that the vegetative buffer remains intact and that traffic conflict points are minimized. Additional aesthetic regulations along S-R corridors call for undergrounding utility lines, using unlit monument signs, and prohibiting floodlights on non-residential buildings.

In order to be eligible for "scenic" designation, a road must pass through areas of sensitive and significant natural landscape elements such as undisturbed native forests, rock formations and old growth trees. It must also afford opportunities for the public to enjoy these features by offering scenic views or vistas from the roadway. Proposals to designate a scenic roadway may be made by Council or citizens, and must identify how the roadway meets the above-mentioned criteria for such designation.

Columbia's current S-R District regulations do not include standards or guidelines for the design of street, sidewalk, landscaping or other amenities within the street right-of-way. Instead, the standard street cross-sections are applied based on the classification of the roadway on the City's Major Roadway Plan.

In 1998, the newly adopted S-R Overlay District was applied to the entire length of incorporated Rock Quarry Road, stretching from Stadium Boulevard to Clear Creek, just north of Gans Road.

Rock Quarry Road Special Area Plan Recommendations

In 2002, the Rock Quarry Road Special Area Plan was completed in an attempt to ensure that new development did not detract from the established character of the roadway. Centered on Rock Quarry Road, the plan considers approximately 500 acres of land between Grindstone Parkway and Grindstone Nature Area, including the most sensitive natural areas along the corridor. The plan, which incorporated local property owners' input, makes the following recommendations for future transportation improvements to Rock Quarry Road:

- Prepare a design plan for the improvement of Rock Quarry Road which provides for additional vehicular capacity and safety while minimizing tree removal and other environmental impacts. Use the proposed Neighborhood Collector standard of a 30-foot wide pavement with a 5-foot sidewalk on one side as a guide for the design.¹
- Limit vehicular access to Rock Quarry Road as much as is reasonably possible.² All tracts with frontage on an internal street should take access from that street.³ In other cases, access should be restricted to one driveway for each 220 feet of frontage.⁴ Existing tracts of record will be allowed one driveway regardless of frontage.
- Acquire access easements and develop hiking/biking trails as shown on the Development Plan.

Traffic Accident Data for Rock Quarry Road

Traffic accident data collected by the Columbia Police Department over the past ten years (from 2000 to 2010) shows that "speeding"/"[driving] too fast for conditions" was the leading contributing factor to reported accidents on Rock Quarry Road between Stadium Boulevard and Grindstone Parkway. This was followed by "inattention", and "drinking" as the top three individual factors that police identified as contributing to accidents along this road segment (see Table 1).

¹ This involves reducing the road from its current designation as a major collector street in the City's Major Roadway Plan.

² The S-R District requires a minimum lot width at ROW line of 300 feet for R-3, R-4 and non-residential districts.

³ An interior local street system, including a north-south local residential street and an east-west local non-residential street (Gray Oak Drive) is shown to serve residential and commercial areas, respectively. While Gray Oak Drive is partially constructed, no north-south street exists.

⁴ 220-foot minimum driveway spacing is also included in existing S-R District language.

Table 1: Circumstances Contributing to Automobile Accidents on Rock Quarry Road between Stadium Blvd & Grindstone Pkwy, from 2000 – 2010.⁵

Location of Accident	# Accidents* (2000-2010)	Speeding / Too fast for conditions	Inattention	Drinking	All Other	None Given
Capen Park Dr	37	18	8	7	12	18
Rolling Rock	36	21	4	7	13	8
Riback Rd	26	10	9	4	12	9
Stags Way	11	5	3	3	1	3
Hinkson Creek Bridge	7	1	1	2	1	3
Total	117	55	25	23	39	41

*Police reports sometimes cite multiple contributing factors for individual accidents.

Approximately half of accidents along Rock Quarry Road have involved a vehicle striking “fixed objects”, which includes ditches, trees, or other features that are permanently anchored to the ground. Forty collisions have involved other “motor vehicles in transport” (i.e., moving automobiles), and nine have resulted in a vehicle “overturning” (see Table 2). This data supports the idea that the existing road design, which is characterized by narrow pavement width, combined with steep ditches and trees situated near the edge of the road, may be contributing to the types of accidents that have been reported. Steep topography and blind curves are other likely contributors to the occurrence of these types of accidents.

Table 2: Automobile Accident Types on Rock Quarry Road between Stadium Blvd & Grindstone Pkwy, from 2000 – 2010.⁶

Location of Accident	# Accidents* (2000-2010)	Fixed Object	Motor Vehicle in transport	Overturning	Other
Capen Park Dr	37	17	17	1	1
Rolling Rock	36	22	8	5	0
Riback Rd	26	13	9	2	0
Stags Way	11	8	2	1	0
Hinkson Creek Bridge	7	2	4	0	1
Total	117	64	40	9	2

*Police reports sometimes cite multiple accident types for individual accidents.

A comparison of Rock Quarry Road with the statewide average accident rate for similar roadways shows that Rock Quarry Road's crash rate is 37% percent higher (see Table 3). While notable, roadway redesign is not typically considered necessary until crash rates are nearly double the statewide average.

⁵ Columbia Police Department accident report data, 2001-2010

⁶ Ibid

Table 3: Comparison of Crash Rates: Local Roadways vs. Statewide Average for Similar Road Type, Per 100 Million Vehicle Miles Traveled.⁷

Roadway	Crash Rates	Statewide Average
Rock Quarry Road	282*	206
St. Charles Road	227	206
Richland Road	165	206
Olivet Road	334	206

*Formula used: (117 accidents X 100,000,000) / (6,852 weighted average AADT X 1.66 mile road segment X 365 days X 10 years) = 282

Annual average daily traffic (AADT) on Rock Quarry Road has increased 5.4% percent from 1997 to 2009 (see Table 4). This reflects an average yearly increase of approximately 0.45% percent. However, it is interesting to note that AADT declined in 2003 and 2006 before increasing again in 2009.

Table 4: AADT on Rock Quarry Road, 1997-2009⁸

Year	AADT	% AADT change from previous count year
1997	6,643	N/A
2001	7171	7.9%
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2006	6,496	-1.5%
2009	7,025	7.5%

Review of Scenic Roadway Design Standards from other Cities

A review of other cities' scenic roadway ordinances showed three common methods for addressing roadway design and/or improvements:

1. Road design is not directly addressed (e.g., Columbia's current S-R district ordinance – see attached)
2. Roads are maintained in existing rural form, commonly as a 20-foot wide gravel or paved section (e.g., Washington, CT – see attached)
3. Intricate standards regulate the aesthetic of every man-made feature within the road right-of-way (e.g., Lake Tahoe, CA – see attached)
 - a. Common considerations include:
 - i. Placing street signs to avoid obstruction of scenic views
 - ii. Undergrounding utility lines and limiting signage to minimize visual clutter
 - iii. Utilizing attractive designs for concrete bridges, guard rails and medians
 - iv. Minimizing grading of slopes

There are pros and cons to each of these approaches. The rationale for maintaining standard street cross-sections within scenic corridors (as is current practice in Columbia) include maintaining safety, accessibility, and predictability of street designs throughout the city. Since the primary purpose of scenic roadways is to appreciate and preserve the natural landscape *surrounding* the

⁷ MoDOT

⁸ MoDOT

roadway, regulating the design of the roadway itself may be considered unnecessary.

While roadway cross-sections are not mentioned in the majority of ordinances, application of standard roadway treatments may result in negative aesthetic impacts. In some cases, circumstances that add aesthetic value to a scenic corridor may present safety issues.

For example, a mature tree canopy may overhang the roadway creating a desirable aesthetic affect that is central to the character that makes the corridor scenic. However, overhanging trees may drop limbs on the road and increase the severity of crashes where vehicles leave the road. Road widening and/or clearing of vegetation from roadside ditches to improve traffic safety may ruin this aesthetic asset.

The task of finding a balance between often conflicting traffic safety and efficiency design considerations versus preservation of the natural aesthetic presents an opportunity for public involvement. City engineers and design professionals should work with stakeholders to develop acceptable design solutions that meet minimum safety requirements and reflect community values. While the City Public Works Department already has a process for public input on capital improvement projects, it may be beneficial to amend the S-R District to develop customized standards for the design of individual scenic roadway corridors. Alternatively, a full-scale area plan could be developed to provide a more complete vision for lands surrounding scenic corridors. The Rock Quarry Road Special Area Plan provides an example of how this can be done.

Summary of Findings

Rock Quarry Road

The physical characteristics of Rock Quarry Road lead to a perception that it is unsafe for motorists. However, accident data alone does not support the need for the roadway to be redesigned. Since automobile speed has been identified as the primary factor contributing to accidents on Rock Quarry Road, increased traffic enforcement may be an effective method to decrease future crash rates.

As traffic volumes continue to increase on Rock Quarry Road, it may become increasingly desirable to improve the roadway to maintain efficient automobile traffic flow and safety – stated goals of both the S-R district and the Rock Quarry Road Special Area Plan. The road does not currently accommodate pedestrians and bicyclists, and falls short of meeting the City's adopted "complete streets" design standards.

Any effort to redesign Rock Quarry Road to improve service to automobiles and provide service to non-motorized modes should consider the recommendations of the Rock Quarry Road Special Area Plan. Since it has been a decade since stakeholders were consulted for the existing plan, a new public involvement

process should be conducted to update goals and objectives for this scenic corridor.

S-R District Amendments

Council should direct staff to prepare an ordinance amending Sec. 29-21.2 (S-R District) to address maintenance, alterations, and reconstruction of scenic roads. A process and standards for public involvement in improvement and design-related decisions should also be defined. Public Works' existing public involvement process, which is already used to collect input for major CIP roadway projects, offers one potential model for public participation (see attached). The Town of Washington's Scenic Roads Ordinance also provides detailed procedures and conditions to guide alteration and maintenance activities on scenic roads. Any update to the S-R district regulations should define and explain when and what circumstances would trigger public involvement (e.g., new development, Council direction, CIP project funding/scheduling).

Additional standards might also be introduced to enhance aesthetic regulation within the corridor. While the existing S-R district restricts vegetation removal, utility placement, signage, and lighting within adjacent buffer areas, it falls short of defining aesthetic treatments for use within the street right-of-way. Meandering sidewalks, non-intrusive sign placement, and context-sensitive roadway engineering techniques could be used to minimize visual clutter and provide a unique and attractive experience for road users.

Attachments

Please go to the following websites for above-referenced documents:

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Roadway Design Standards and Guidelines for the Lake Tahoe Basin

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City of Columbia, MO Public Works Project Involvement Process

<http://www.gocolumbiamo.com/PublicWorks/Engineering/documents/publicworkspublicinvolvement.pdf>

Scenic Roadways Report

1/12/11

Introduction

At its February 15, 2010 meeting, Council directed staff to develop a scenic road standard, or provide recommendations to improve safety along the Rock Quarry Scenic Roadway and ensure that future scenic roadways are designed for safety (Tracker # 2764). At their November 1, 2010 meeting, Council made additional requests for staff to analyze traffic accident data along Rock Quarry Road between Stadium Boulevard and Grindstone Parkway, and review scenic roadway ordinances from other cities. This task was referred to the PZC and discussed at their November 4, 2010 work session. The PZC asked staff to examine the issue from both a process and a design perspective.

The following report briefly addresses each of the above-mentioned issues and recommends various strategies that could be employed to mitigate existing issues.

Overview of Existing Scenic Roadway Area Overlay District (S-R)

The Scenic Roadway (S-R) District was added to the City's Zoning Regulations in 1997 (Ord. 015180) with the stated purpose of preserving natural scenic character and views along designated roadways while encouraging safe and efficient traffic flow for all modes of travel. The overlay includes provisions intended to mitigate traffic conflicts and maintain a natural aesthetic adjacent to designated corridors. A 45-50-foot wide vegetative buffer requirement along both sides of the roadway ensures that natural views are preserved for passersby. Large minimum lot widths (>300 feet), and limitations on the number and distance between driveways (>220 feet between driveways, and no more than two driveways per tract) further ensure that the vegetative buffer remains intact and that traffic conflict points are minimized. Additional aesthetic regulations along S-R corridors call for undergrounding utility lines, using unlit monument signs, and prohibiting floodlights on non-residential buildings.

In order to be eligible for "scenic" designation, a road must pass through areas of sensitive and significant natural landscape elements such as undisturbed native forests, rock formations and old growth trees. It must also afford opportunities for the public to enjoy these features by offering scenic views or vistas from the roadway. Proposals to designate a scenic roadway may be made by Council or citizens, and must identify how the roadway meets the above-mentioned criteria for such designation.

Columbia's current S-R District regulations do not include standards or guidelines for the design of street, sidewalk, landscaping or other amenities within the street

right-of-way. Instead, the standard street cross-sections are applied based on the classification of the roadway on the City's Major Roadway Plan. In 1998, the newly adopted S-R Overlay District was applied to the entire length of incorporated Rock Quarry Road, stretching from Stadium Boulevard to Clear Creek, just north of Gans Road.

Rock Quarry Road Special Area Plan Recommendations

In 2002, the Rock Quarry Road Special Area Plan was completed in an attempt to ensure that new development did not detract from the established character of the roadway. Centered on Rock Quarry Road, the plan considers approximately 500 acres of land between Grindstone Parkway and Grindstone Nature Area, including the most sensitive natural areas along the corridor. The plan, which incorporated local property owners' input, makes the following recommendations for future transportation improvements to Rock Quarry Road:

- Prepare a design plan for the improvement of Rock Quarry Road which provides for additional vehicular capacity and safety while minimizing tree removal and other environmental impacts. Use the proposed Neighborhood Collector standard of a 30-foot wide pavement with a 5-foot sidewalk on one side as a guide for the design.⁹
- Limit vehicular access to Rock Quarry Road as much as is reasonably possible.¹⁰ All tracts with frontage on an internal street should take access from that street.¹¹ In other cases, access should be restricted to one driveway for each 220 feet of frontage.¹² Existing tracts of record will be allowed one driveway regardless of frontage.
- Acquire access easements and develop hiking/biking trails as shown on the Development Plan.

Traffic Accident Data for Rock Quarry Road

Traffic accident data collected by the Columbia Police Department over the past ten years (from 2000 to 2010) shows that "speeding"/"[driving] too fast for conditions" was the leading contributing factor to reported accidents on Rock Quarry Road between Stadium Boulevard and Grindstone Parkway. This was followed by "inattention", and "drinking" as the top three individual factors that police identified as contributing to accidents along this road segment (see Table 1).

⁹ This involves reducing the road from its current designation as a major collector street in the City's Major Roadway Plan.

¹⁰ The S-R District requires a minimum lot width at ROW line of 300 feet for R-3, R-4 and non-residential districts.

¹¹ An interior local street system, including a north-south local residential street and an east-west local non-residential street (Gray Oak Drive) is shown to serve residential and commercial areas, respectively. While Gray Oak Drive is partially constructed, no north-south street exists.

¹² 220-foot minimum driveway spacing is also included in existing S-R District language.

Table 1: Circumstances Contributing to Automobile Accidents on Rock Quarry Road between Stadium Blvd & Grindstone Pkwy, from 2000 – 2010.¹³

Location of Accident	# Accidents* (2000-2010)	Speeding / Too fast for conditions	Inattention	Drinking	All Other	None Given
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Approximately half of accidents along Rock Quarry Road have involved a vehicle striking “fixed objects”, which includes ditches, trees, or other features that are permanently anchored to the ground. Forty collisions have involved other “motor vehicles in transport” (i.e., moving automobiles), and nine have resulted in a vehicle “overturning” (see Table 2). This data supports the idea that the existing road design, which is characterized by narrow pavement width, combined with steep ditches and trees situated near the edge of the road, may be contributing to the types of accidents that have been reported. Steep topography and blind curves are other likely contributors to the occurrence of these types of accidents.

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¹⁵ MoDOT

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Outline of existing regulations and proposed text amendments to the Scenic Roadways (S-R) District

Existing Regulations

The following is a summary of the components included in Columbia's existing S-R ordinance.

- (a) Purpose
 - a. Preserve scenic character and natural beauty by encouraging compatible development. Also, encourage safe and efficient traffic flow for all modes.
- (b) General Provisions
 - a. Minimum lot width of 300 ft for R-3, R-4, & nonresidential districts
- (c) Site Development Regulations
 - a. Regulates signage, utilities, lighting, & driveway spacing
 - b. Regulates maintenance of vegetative buffer, & identifies activities and situations in which the buffer may be cleared or managed.
- (d) Designation Criteria
 - a. The street must be adjacent to significant and sensitive natural landscape elements which can be enjoyed from the roadway.
- (e) Designation Procedure
 - a. Proposal by Council, interested citizens/groups, neighborhood association, or 50% of adjacent property owners
 - b. Set forth purpose, intent, and compliance with designation criteria
 - c. Staff report to PZC. Public hearing and recommendation to Council. Public hearing at Council, and final action taken.
- (f) Nonconforming uses
 - a. Non-conforming structures in place prior to S-R designation may be replaced.

Proposed Amendments

Add an initial public involvement process to develop a road design upon designation of the scenic roadway following the process used by Public Works' for CIP projects. The section would include the following components:

- Process for Council authorization of Public Works to engage in public involvement for roadway design
- Notice to affected stakeholders (property owner, neighborhood associations, etc)
- Public input process/procedure

Add provisions to clarify what types of roadway maintenance and improvements may be completed with or without public involvement. This section would include the following components:

- Maintenance - Generally
 - Provide definition of "routine" maintenance
- Alterations & Improvements - Generally
 - Provide definition of "alteration"
- Alterations to correct safety hazards
 - Public notice; who can initiate
 - Public comment period; ability to proceed
- Alterations & improvements to accommodate changed conditions
 - Define "changed" conditions
 - Establish hearing/comment procedures
- Emergency repairs
 - Define "emergency"
 - Establish hearing/comment procedures

Provide additional regulatory guidance relating to manmade features that may be installed within the scenic road right-of-way. Regulation of these features is proposed to minimize potentially negative aesthetic impacts. Standards proposed would address the following:

- Highway fixtures (guardrails, street signs/signals, light poles, retaining walls, safety barriers)
- Propose uniform dimensional standards for such features
- Propose a uniform color pallet to blend features with landscape
- Require the use of natural elements
- Establish procedures for public involvement relating to the installation of such features.
- Consider costs associated with higher aesthetic standards

S U M M A R Y

Multimodal Level of Service Analysis for Urban Streets

This report presents the results of a 2-year investigation into how users of urban streets perceive the multimodal quality of service provided by the streets, NCHRP Project 3-70, Multimodal Level of Service for Urban Streets.

A preliminary investigation was conducted to determine the key factors influencing travelers' perceptions of urban street level of service (LOS) from the perspective of auto drivers, bus riders, bicycle riders, and pedestrians. The results of this preliminary investigation were used to design a series of video laboratories (for auto, bicycle, and pedestrian modes) and field surveys (for the bus mode).

Video clips were shot of typical urban street segments in the United States from the perspective of auto drivers, bicycle riders, and pedestrians. Between 26 and 35 video clips were shot for each mode. These video clips were then shown to 145 people in four different urban areas of the United States. Survey participants were asked to rate the quality of service displayed in each video clip on a scale from A to F, with A being defined as Best and F being defined as Worst.

In the field, on-board surveys were conducted of 14 bus routes in four different metropolitan areas. A total of 2,678 bus passengers were surveyed about their perceptions of bus quality of service.

Four separate LOS models (one for each mode) were then fitted to the video laboratory and field survey data. All four LOS models are sensitive to the street design (e.g., number of lanes, widths, and landscaping), traffic control devices (signal timing, speed limits), and traffic volumes. The models incorporate directly and indirectly the interactions of the various users of the street. For example, improved signal timing increases auto speeds and bus speeds which increases auto and bus LOS. However, the higher auto and bus speeds adversely affect the level of service perceived by bicyclists and pedestrians.

The LOS models are ideal for evaluating the benefits of "complete streets" and "context-sensitive" design options because the models quantify the interactions of the modes sharing the same street right-of-way.

The models enable the analyst to test the tradeoffs of various allocations of the urban street cross section among autos, buses, bicycles, and pedestrians. For example, the analyst can test the effects of reducing a four-lane street to three lanes and using the width saved to provide bicycle lanes and a landscaped strip between the sidewalk and the street. The method enables the analyst to compute the before and after levels of service for auto, bus, bicycle, and pedestrians.

A User's Guide was written explaining the LOS models and their application. The User's Guide is written in the general format of a draft chapter for the *Highway Capacity Manual* to facilitate its potential incorporation into the next edition of the *Highway Capacity Manual*.

Excerpts
Planning and Zoning Commission
May 5, 2011

11-04 A request by the City of Columbia to amend the text of Section 29-21.2 (District S-R, Scenic Roadway Area Overlay) by adding a formal process for corridor planning and design associated with major improvement projects located within designated scenic corridors. The proposed text amendment also includes parameters for routine maintenance, alterations, and improvements within the S-R District.

MR. BRODSKY: May we have a staff report, please?

Staff report was given by Mr. Steven MacIntyre of the Planning and Development Department. Staff recommends approval of the text amendment, subject to the additional changes proposed by Staff.

MR. BRODSKY: Anyone have any questions for Staff?

PUBLIC HEARING OPENED

MR. BRODSKY: We don't have too much of an audience this evening, so I'll close the public hearing.

PUBLIC HEARING CLOSED

MR. BRODSKY: Is there any discussion, Commissioners? I know we've worked on this for several months with Mr. MacIntyre. We've seen many different iterations of it. Is there any discussion? Is there a motion for approval? Mr. Wheeler?

MR. WHEELER: I'll move for approval.

MR. BRODSKY: Is there a second?

MR. REICHLIN: I'll second.

MR. BRODSKY: Mr. Reichlin. Ready for a roll call when you are, Mr. Vander Tuig.
Roll Call Vote (Voting "yes" is to recommend approval.) Voting Yes: Mr. Brodsky, Ms. Peters, Dr. Puri, Mr. Reichlin, Mr. Tillotson, Mr. Vander Tuig, Mr. Wheeler. Motion carries 7-0.

MR. BRODSKY: A recommendation of approval will be forwarded to City Council.

EXCERPTS
PLANNING AND ZONING COMMISSION
July 5, 2012

IV.) PUBLIC HEARINGS

11-04 A request by the City of Columbia to amend the text of Section 29.21.2 (District S-R, Scenic Roadway Area Overlay) by adding a formal process for corridor planning and design associated with major improvement projects located within designated scenic corridors. The proposed text amendment also includes parameters for routine maintenance, alterations, and improvements within the S-R District.

MR. WHEELER: May we have a Staff report, please?

Staff report was given by Mr. Steven MacIntyre of the Planning and Development Department. Staff recommends approval of the text amendment.

MR. WHEELER: Are there any questions of Staff?

PUBLIC HEARING OPENED

MR. WHEELER: Anyone want to discuss scenic roadways tonight? Near and dear to your heart.

MS. RIBACK-WILSON: Good evening. My name is Vicky Riback-Wilson; I live at 3201 Blackberry Lane in Columbia. I am a member of the Rock Quarry-Grindstone Neighborhood Association; however, I am not here in an official capacity. Our president is out of town, and the other officers were unavailable. We also work with other organizations on scenic roadway issues -- we're interested in land use in that area -- and they were unable to be here tonight. So I do not propose to speak for them, but I think that we are in agreement. For approximately 20 years or more, I have worked with the neighborhood association and affiliated groups to look at how we can best preserve scenic roadways -- specifically Rock Quarry Road, but in the future hopefully others -- for the benefit of the citizens of Columbia. I want to thank you for the long and laborious work that you've done, and for coming to the point tonight where we can, I hope, put some teeth and clarification into the scenic roadway ordinance. I was prepared tonight to say, yes, you've incorporated all our changes; let's go forward. Just a couple of minutes ago, I was looking over my notes from a previous meeting and noted five words that we thought should be in the ordinance. They're not critical, but if it is not too late to make further amendments, in the first paragraph, right now it reads, Promote the conservation, preservation, and enhancement of the scenic qualities. And we had discussed that it might be clearer for the future to change that to, Enhancement of the natural and historic qualities. And the other change, if it is appropriate within your guidelines this evening, would be that after, Landscape of scenic roadway, in line three, And immediately surrounding areas, because some of the issues that are in the ordinance that you're considering tonight actually deal with the shoulder and the vegetative buffer. And I don't know whether it's clearly understood how we differentiate roadway from that

immediately surrounding area. So with that, again, I thank you, and if you have any questions, I will be happy to answer them.

MR. WHEELER: Commissioner Skala?

MR. SKALA: Just one question. I was curious as to how the Rock Quarry special area plan interacts with the neighborhood association with regard to this plan. Is there --

MS. RIBACK-WILSON: A very interesting question, Mr. Skala, and it's one that's evolved. I actually was looking through my files today, and we started discussing the area plan in 1982. I've also brought a version from 1989. And, as you know, there have been subsequent changes. Unfortunately, a lot of the development that has taken place along the scenic road is not totally conforming with the original intent and understanding of the area plan. We hope that with strengthening of the scenic road ordinance that we'll be able to capture what's left and preserve the intent. Initially, when we started talking about a scenic road ordinance, just for historical purposes and information, it was designed as a corridor between Grindstone Nature Area and Rock Bridge State Park, because not all of that land was in the city. It was impossible to include all of that, but that was the original vision.

MR. SKALA: And I take it this language about the "surrounding area" may include a little bit of that. I'm not sure what "surrounding area" really is.

MS. RIBACK-WILSON: Well, and that's -- right now some of the development had indicated initially that they would be replanting trees and vegetation to preserve some of that. It's not yet in place. Hopefully, the ordinance will also help provide a little more enforcement. I'm not clear, under this, who is going to have final oversight and enforcement authority, other than this advisory committee. But on an ongoing basis, should issues occur, such as with either development agreements from the past or with things like the Boone Electric cutting more vegetation than was appropriate until they were stopped.

MR. SKALA: Thank you.

MR. WHEELER: Thank you. Are there any other questions of this speaker? Thank you.

MS. RIBACK-WILSON: Thank you very much.

MR. WHEELER: Are there any other speakers tonight?

PUBLIC HEARING CLOSED

MR. WHEELER: Commissioners, discussion? Ms. Peters?

MS. PETERS: I'll be happy to kick it off. I would like to thank Staff for all the work that they've done on this, and that would include Staff from Public Works. I remember that we had a number of meetings in 2011, and possibly even 2010. And Public Works was extremely helpful in coming to our meetings and working through the issues that we had, and I'd like to thank them and Staff for the incredible amount of work that they did on this. We thought we had it almost perfect, but apparently City Council had a few corrections that they wanted to see added. So I intend to support this.

MR. WHEELER: Mr. Skala?

MR. SKALA: I guess what I was going to do was propose an amendment, because I see some value in what Ms. Wilson had to say with regard to the surrounding areas and so on. So I would like to propose an amendment to include the language that she suggested in that first paragraph, The enhancement of the natural and historic qualities, and the inclusion of the, And the immediately surrounding area, in that first paragraph.

MR. WHEELER: And that's certainly -- but we haven't made a motion. There's actually not a motion on the table yet, so we won't --

MR. SKALA: I'll wait until there is a motion.

MR. WHEELER: Well, or you can -- you know, we'll discuss this, and if you want to try to frame a motion with that in, I think that would certainly be within your rights, so --

MR. SKALA: Whatever your pleasure. If you think it's appropriate, I'll make the motion, and then we can see if there's a second.

MR. WHEELER: Let's see if there's any more discussion --

MR. SKALA: Okay. Sure.

MR. WHEELER: -- if you don't mind. Commissioners, you want to discuss this? I'll chime in here. I agree, and I'd like to echo Staff's worked long and hard on this. We thought it was done, and now maybe it is. As far as the amendment -- or change in the language, I think I can support the first part of that, but I think the "surrounding area" is a little bit too ambiguous for me. And so without a clearer definition, I don't think I can support that portion of that, but that's just my opinion. Without reading in context, it's pretty tough for me --

MR. SKALA: It was "immediately surrounding area."

MR. WHEELER: Immediate surrounding area. And I guess my real objection there is, we're talking about a scenic roadway, which has a very defined corridor, you know, from the road center. And so, you know, I think it includes that. I understand that maybe for a layman reading it, it makes some difference, but it certainly won't make any difference on Staff's recommendation or what Staff would tell us if a proposal actually, you know, meets the criteria of the roadway. So I guess that's my reluctance there. It also, I don't think, changes it, so maybe I shouldn't object to it. Mr. Reichlin?

MR. REICHLIN: The reference to natural doesn't -- I don't find that troubling, but the reference to historical, I think, takes it beyond the purview of what a scenic roadway should encompass.

MR. WHEELER: Okay. Additional discussion, Commissioners?

MR. TILLOTSON: My only discussion would be -- and I understand where she's coming from, and I respect that, but I do know that we've worked long and hard on this, and I think it's ready to go to bed. I would like to support it just like it stands.

MR. WHEELER: Thank you. Mr. Skala?

MR. SKALA: I guess my feeling is that in the interest of compromise, I can understand what -- because I'm a little bit reluctant with what does immediate surroundings mean. On the other hand, with Mr. Reichlin's comment about historic, I can envision how a roadway can be historic. I mean, it's

not necessarily -- we're not talking about an institutional kind of historic, but just the roadway itself. So I would be inclined to support the -- just those minor changes in that first paragraph. We can -- the first one, with the natural and historic, to be in there, and the second recommendation, without the "immediately surrounding area" for the other suggestion.

MR. WHEELER: And that's your motion?

MR. SKALA: Yes.

MR. REICHLIN: Are we discussing that motion or --

MR. WHEELER: Well, not until we get a second. Are we going to have a second to that motion? I don't think we're going to discuss that motion. So now we're discussing who's going to make a motion that we can discuss. Anyone want to take a stab at this, please? How about I -- I'll make a recommendation that we approve the request of the City of Columbia to amend the text in Section 29.21.2 by adding by adding a formal process of corridor planning and design associated with major improvement projects located within the designated scenic corridors. The proposed text amendment also includes parameters for routine maintenance, alterations, and improvements within the S-R District, and this is basically as recommended by Staff.

MR. LEE: Second.

MR. SKALA: I'll second.

MR. WHEELER: Mr. Lee?

MR. LEE: Second.

MR. WHEELER: Motion's been made and seconded. Discussion on the motion?

MR. SKALA: Just one --

MR. WHEELER: Mr. Skala?

MR. SKALA: -- comment, and that is I think the -- I have not labored long and hard in the vineyard on this. I had heard about it, but I had not done that, so I came to this late and I certainly will defer to the Commission and the vote. But I think those are good adjustments, the ones that were put in there in terms of the corridor planning and in terms of the routine maintenance and in terms of the alterations and improvements. So I'm prepared to support it. It looks like very good work.

MR. WHEELER: If there's no further discussion -- Ms. Peters?

MS. PETERS: I have forgotten to thank Matt Vander Tuig, our fellow Commissioner, who put in extra hours on this.

MR. WHEELER: Yes, he did.

MS. PETERS: And I will be supporting this.

MR. WHEELER: All right.

MR. SKALA: All right. We'll vote on a request by the City of Columbia to amend the text of Section 29.21.2 (District S-R, Scenic Roadway Area Overlay) by adding a formal process for corridor planning and design associated with major improvement projects located within designated scenic corridors.

Roll Call Vote (Voting “yes” is to recommend approval.) Voting Yes: Mr. Lee, Ms. Peters, Mr. Reichlin, Mr. Skala, Mr. Strodman, Mr. Tillotson, Mr. Wheeler. Motion carries 7-0.

MR. WHEELER: All right. A recommendation for approval will be forwarded to City Council.