

Source: Parks and Recreation

To: <u>City Council</u> From: <u>City Manager and Staff</u>

Council Meeting Date:

Apr 15, 2013

Agenda Item No: REP 53-13

Re: Report: Schedule Public Hearing for Grindstone Creek Trail and GetAbout Projects

EXECUTIVE SUMMARY:

The Parks and Recreation Department and the Public Works Department are seeking direction regarding the scheduling of a public hearing for the Grindstone Creek Trail and the remaining nine GetAbout projects. At the conclusion of the January 22, 2013 work session, Council directed staff to prepare a report that summarized the key options for the Grindstone Trail and the various city commission's rankings of the GetAbout projects. Pending the Council's schedule, a public hearing may be scheduled in May or June. Following a decision on the Grindstone Creek Trail, Council will be able to determine the funding priorities for the GetAbout trail projects.

DISCUSSION:

Parks and Recreation staff officially began work on the Grindstone Creek Trail on December 3, 2010 just after the November 2010 Park Sales Tax ballot issue was approved. This was the only trail construction project on the 2010 Park Sales Tax ballot and was specifically identified in a Council Resolution and all ballot information. A complete history of the trail, public meetings, and plan development, may be found at the Department's website at: http://www.gocolumbiamo.com/ParksandRec/Trails/cip_grindstonetrail.php

At the Council's January 22, 2013 work session, Parks and Recreation staff, in conjunction with information provided from GetAbout Columbia/Public Works, shared with the Council the attached presentation. This presentation discussed several points:

- 1. Allstate Consultants route evaluation and recommendation (Preliminary Report summary)
- 2. Environmental assessment conducted and future requirements
- 3. Revised trail route that avoids private homeowners.
- 4. Funding for the trail and various options.
- 5. Results of Grindstone public input meetings and surveys.
- 6. Results of various city commissions regarding the funding of Grindstone Creek Trail.
- 7. Results of various city commissions regarding the priority of the nine GetAbout Projects.
- 8. Proposed funding options for GetAbout Projects based on commission priorities.
- 9. Proposed options for the Grindstone Creek Trail.
- 10. Supplemental information that was not part of the presentation.

Listed below is a brief summary of the presentation for each item:

- 1. Allstate Consultants route evaluation and recommendation: Evaluated 10 routes based on multiple factors. Recommended Orange route west of Highway 63 and Blue or Violet route east of Highway 63.
- 2. Environmental assessment conducted and future requirements: Details are shown in Table 9 of Preliminary Report. Additionally, 70% of Orange alignment, 50% of Violet and 81% of Blue trail alignment are on existing sewer easements. All alignments must follow Clean Water Act (404 & 401), Endangered Species Act, National Flood Insurance Program, Columbia Storm Water Ordinance and all state and local land disturbance permits.
- **3. Revised trail route that avoids private homeowners:** Since most public opposition to the trail was due to the condemnation of two private home owners, Allstate Consultants revised the Orange alignment to avoid crossing any private homeowner lots. Nearest house to the north is now 200-220 feet from trail.
- **4. Funding for the trail and various options:** Funded by the 2010 Park Sales Tax, this project has a budget of \$1.57 million with a current balance of \$1.4 million. Project now includes 4 or 5 bridges and based on Allstate's preliminary report, estimated construction costs exceed budget by \$600,000. Options include using park staff to construct trail and contract bridge installation, transfer fund balance from Hominy Trail Project (approx \$300,000), construct gravel instead of concrete trails, utilize PST contingency funds, or combination of any options previously mentioned. It is recommended that if the project is approved, more detailed engineering will finalize cost estimates.

- 5. Results of Grindstone public input meetings and surveys: An Interested Parties meeting was held at Waters-Moss on August 30, 2012. The Department received a total of 63 responses with 20 more filling out an online survey for a total of 83 responses. Fifty-five indicated support of Orange Alignment or any alternate that avoided private homes. Twenty-eight opposed the trail citing existing abundance of trails, expense and opposition to use of eminent domain of a private homeowner for a trail.
- 6. Results of various city commissions regarding the funding of Grindstone Creek Trail: The Parks & Recreation, Energy and Environment, and the Bike and Pedestrian Commissions did not support the idea of deferring Grindstone Creek Trail funds to assist other GetAbout projects. Originally, the Disability Commission supported deferring funds to sidewalk projects. However, at the December 13, 2012 meeting, the Disability Commission clarified their position by withdrawing their original motion and passing a motion to not comment on deferring the funds.
- 7. Results of city commissions and staff regarding the priority of the nine GetAbout Projects: The final priority based on commissions and staff rankings are:
 - 1. Hinkson Creek Trail, Conley to 63 (Conley to Clark Ln) Cost \$555,000. 3rd in citizen rankings.
 - 2. Clark Lane Sidewalk-East (Ballenger to Woodland, north side) Cost \$325,800. 5th in citizen rankings.
 - 3. County House Trail Phase 2 West (Rockcreek to County House) Cost \$445,000. 1st in citizen rankings.
 - 4. Clark Lane Sidewalk-West (Eastwood to Paris, north side) Cost \$410,325. 9th in citizen rankings.
- 5. Shepard Blvd to Rollins: East-West Connector (includes Hinkson Creek bridge) Cost \$1,740,000. 2nd in citizen rankings.
 - 6. West Blvd Sidewalk (Westwinds to Stewart) Cost \$567,400. 6th in citizen rankings.
- 7. Providence & Nifong Bike Lanes (Providence: Stadium to Green Meadows/Nifong: Bethel to Scott) Cost \$309,300. 4th in citizen rankings.
 - 8. Hominy Trail Connection (Shepard at Pepper Tree Lane) Cost \$180,000. 8th in citizen rankings.
- 9. Wabash Walkway (Pedway along COLT ROW from Wabash Station to Paris Rd) Cost \$544,000. 7th in citizen rankings.
- **8.** Proposed funding options for GetAbout Projects based on commission priorities: Based on the Commission rankings and an existing budget of approximately \$3,570,000, the top 5 ranked projects would be funded:
 - 1. Hinkson Creek Trail, Conley to 63 (Conley to Clark Ln) \$555,000
 - 2. Clark Lane Sidewalk-East (Ballenger to Woodland, north side) \$325,800
 - 3. County House Trail Phase 2 West (Rockcreek to County House) \$445,000
 - 4. Clark Lane Sidewalk-West (Eastwood to Paris, north side) \$410,325
 - 5. Shepard Blvd to Rollins: East-West Connector (includes Hinkson Creek bridge) \$1,740,000 Total of the above 5 projects: \$3,476,125
- 9. Proposed options for the Grindstone Creek Trail: Staff presented three options for the Council to consider.
 - 1. Approve and fund Grindstone Creek Trail as proposed. Fund the top 5 GetAbout projects as listed in #8.
 - 2. Approve a portion of Grindstone Creek Trail Project and defer remaining balance to GetAbout Projects.
 - a. Connect Waters-Moss to Grindstone Nature Area. Estimated cost \$600,000
 - Defers approximately \$700,000 of 2010 Park Sales Tax to the following GetAbout trail projects:
 - --Hinkson Creek Trail Conley to 63: \$555,000
 - -County House Trail Phase 2 West (Rockcreek to County House) \$445,000
 - --Hominy Trail Connection (Shepard at Pepper Tree Lane) \$180,000
 - b. Connect east end of trail from Maguire to Hollywood Theaters. Estimated cost \$687,000.
 - Defers approximately \$625,000 of 2010 Park Sales Tax to the following GetAbout trail projects:
 - -Hinkson Creek Trail Conley to 63: \$555,000
 - --County House Trail Phase 2 West (Rockcreek to County House) \$445,000
 - -Hominy Trail Connection (Shepard at Pepper Tree Lane) \$180,000
- c. Construct only both the west and east end of the Grindstone Creek Trail leaving the middle portion unfunded. West end costs \$600,000 and east end costs \$687,000. Doesn't leave much for GetAbout projects.
- 3. Approve deferring all funds from Grindstone Creek Trail to GetAbout projects and not constructing any portion of the trail.

For grant reporting requirements, staff strongly recommends that Park Sales Tax and federal GetAbout funds be kept separate and not combined to fund a project.

10. Supplemental information that was not part of presentation. This included information on the Federal NEPA process, why trails are built along creeks, use of concrete vs. gravel, environmental impact of gravel trail wash outs into creeks, and details of other possible routes.

FISCAL IMPACT:

There is no fiscal impact to this report.

VISION IMPACT:

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

- 12 Vision Statement: A network of attractive and safe parks and recreational amenities are connected by trails and greenways that provide area residents with access to nature, recreation, and facilities for active play, both indoors and out.
- 12.3 Goal: An extensive network of greenways will play a significant role in providing transportation options, protecting wildlife corridors, watersheds and floodplains, and increasing public access to natural open spaces.
- 12.4 Goal: An extensive, safe network of trails will accommodate a variety of users ranging from recreational to nonmotorized travelers. This network may include roadway and public transportation infrastructure to connect parks, neighborhoods, schools, and businesses.
- 12.4.2 Strategy: Achieve trail connectivity in new and existing developments.

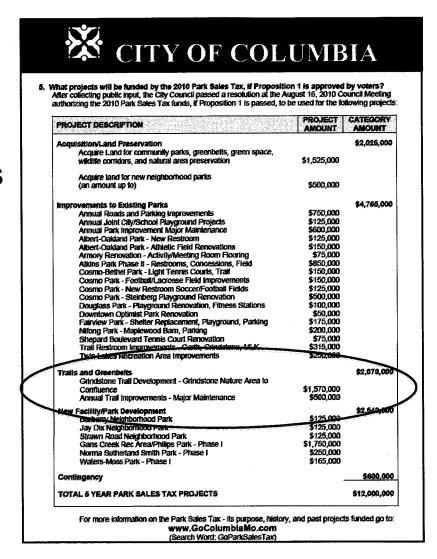
SUGGESTED COUNCIL ACTIONS:

Direct staff to schedule a public hearing.

		FISCAL and \	VISION NOTE	S:			
City Fiscal Enter all tha		Program Imp	act	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 app Refer to Web si			
Estimated 2 year net costs:		Resources Rec	Resources Required Vision Impact?				
One Time	\$0.00	Requires add'l FTE Personnel?	No	Primary Vision, Strategy and/or Goal Item #	12, 12.3, 12.4		
Operating/ Ongoing	\$0.00	Requires add'l facilities?	No	Secondary Vision, Strategy and/or Goal Item #	12.4.2		
		Requires add'l capital equipment?	No	Fiscal year implementation Task #	40		

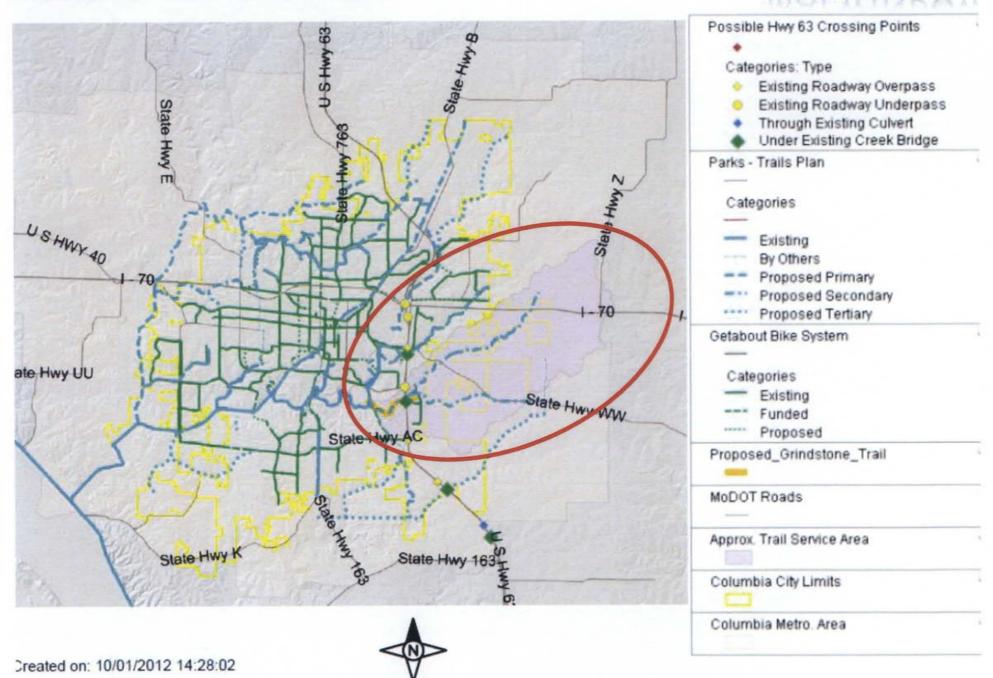
Grindstone Creek Trail Summary

- \$1.57 million budget (appr \$1.4 million balance)
 - 2010 Park Sales Tax
 - Included in Council Resolution
 & ballot promotions that voters
 approved in November 2010.
- Included in lease with MDC on Waters-Moss Wildlife Area
- Only recreational trail in this portion of city that provides connection to an estimated:
 - 5,000 residents
 - 3,000 jobs
 - Battle High School

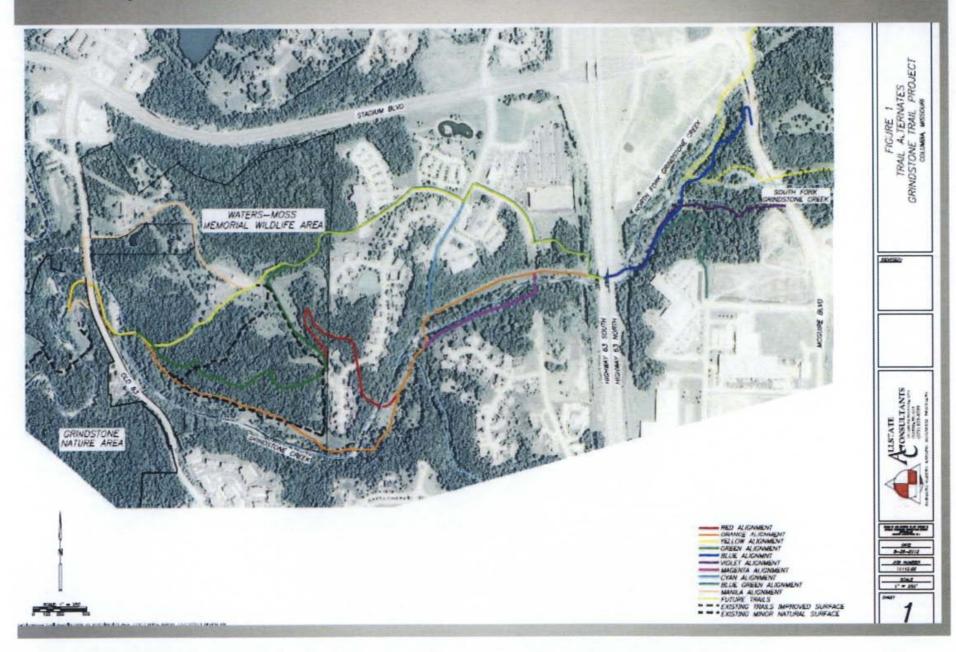


irindstone Trail Service Area

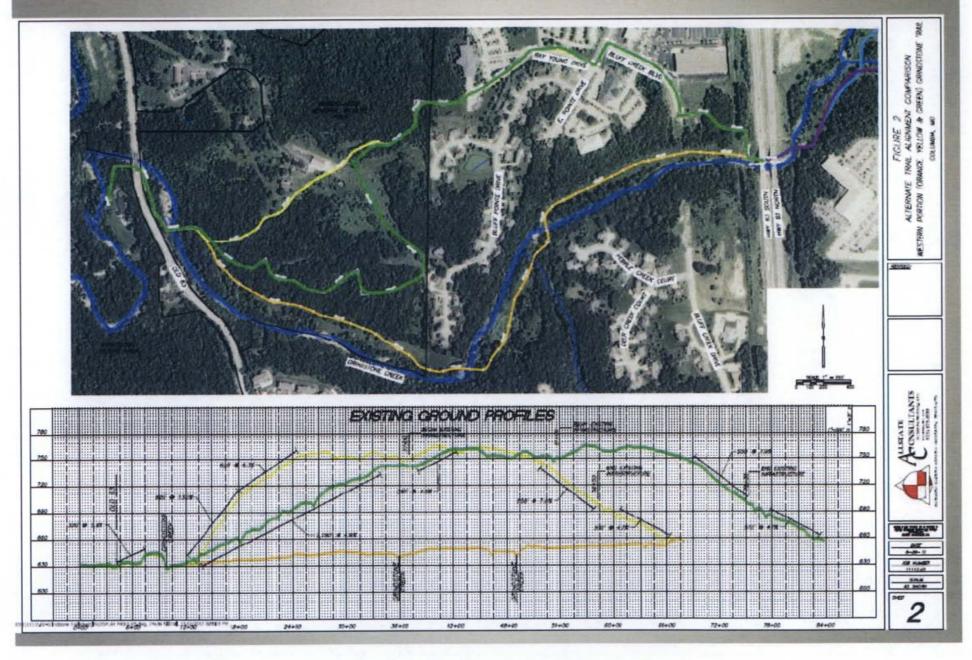
MAPWINDOW



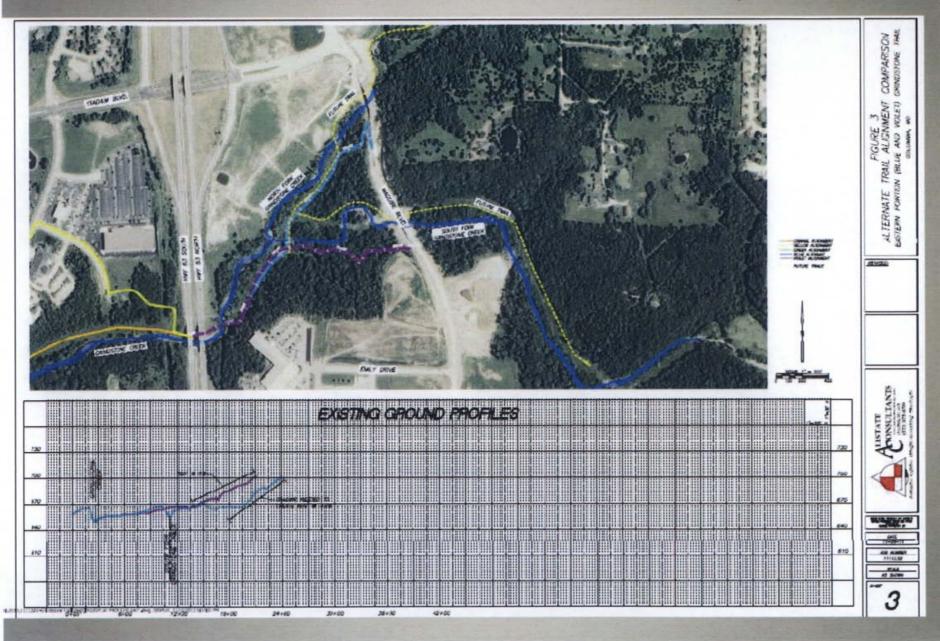
10 Separate Routes were Originally Considered



5 Routes Were Carried Forward to Detailed Review (3 Western)



5 Routes Were Carried Forward to Detailed Review (2 Eastern)





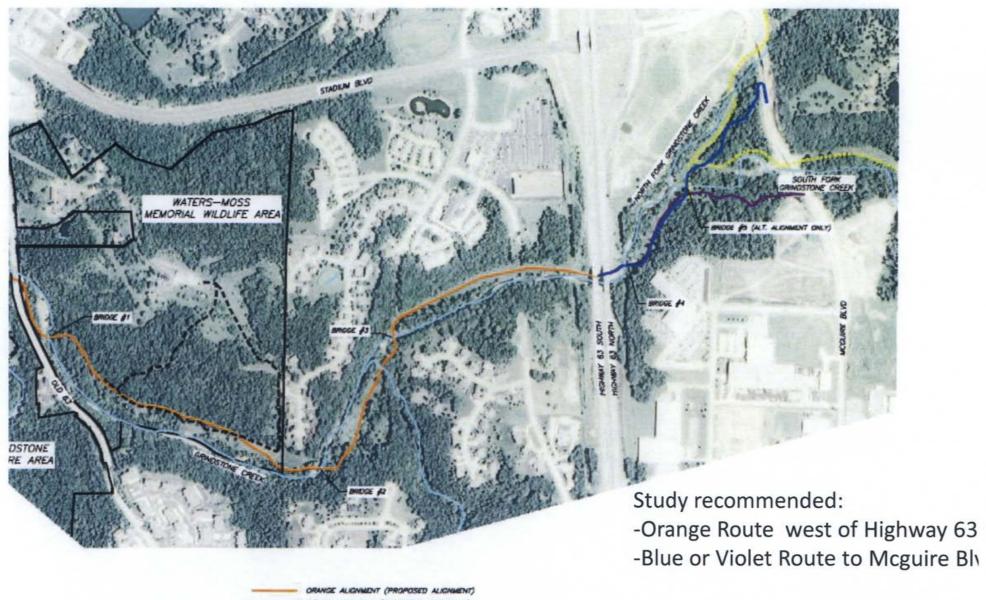
Alternates Were Evaluated for:

- Impacts on adjacent properties
- Impacts on specific destinations
- Impacts relative to trail users in adjacent neighborhoods
- Terrain
- Public safety
- Environment and sustainability
- Maintenance and operations
- Initial construction costs



Engineering Study Recommendations

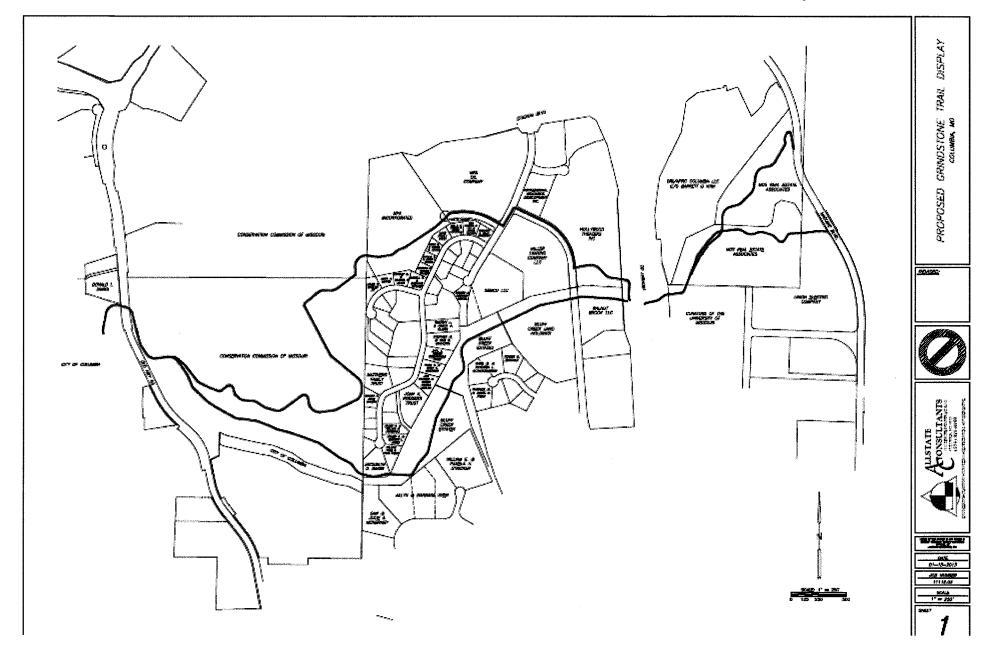
- West Side Orange Alignment
 - Safest
 - Most accessible to the full range of users
 - Most likely to encourage regular use
- East Side Blue alignment recommended due to a slight advantage in long term costs, but Violet alignment is acceptable because it has lower initial costs.
 - Each provides connection to the North and South Fork of the Grindstone Creek





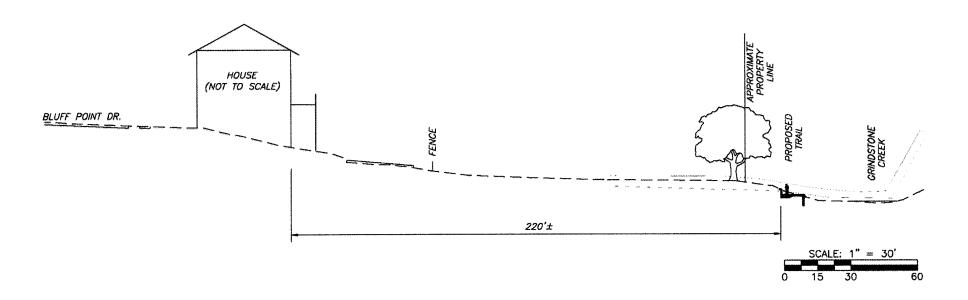


Original recommended route was on City, Homeowner Association Common Land, MoDOT ROW, MU, Business & Private Properties



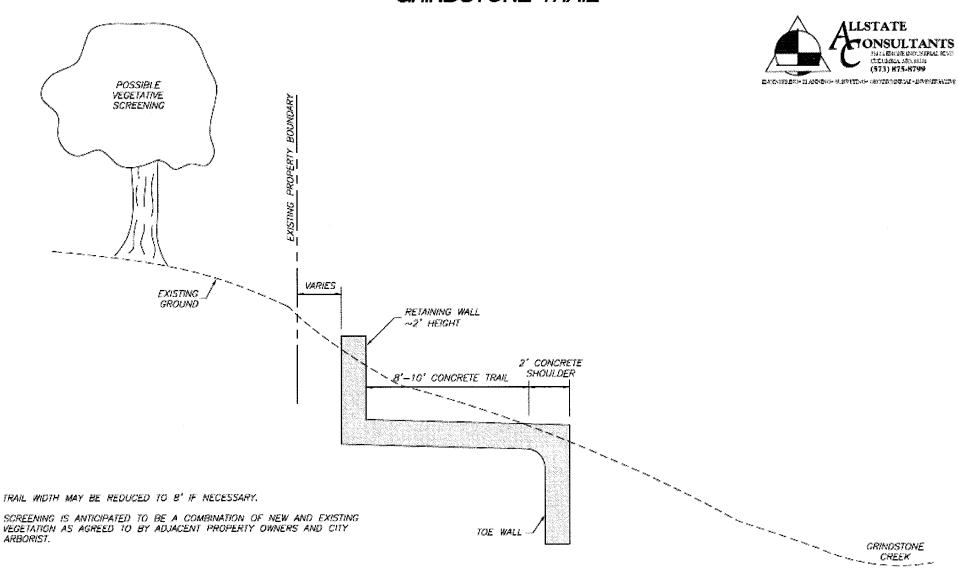


TYPICAL CROSS SECTION THROUGH CREEK, TRAIL, AND RESIDENTIAL LOT



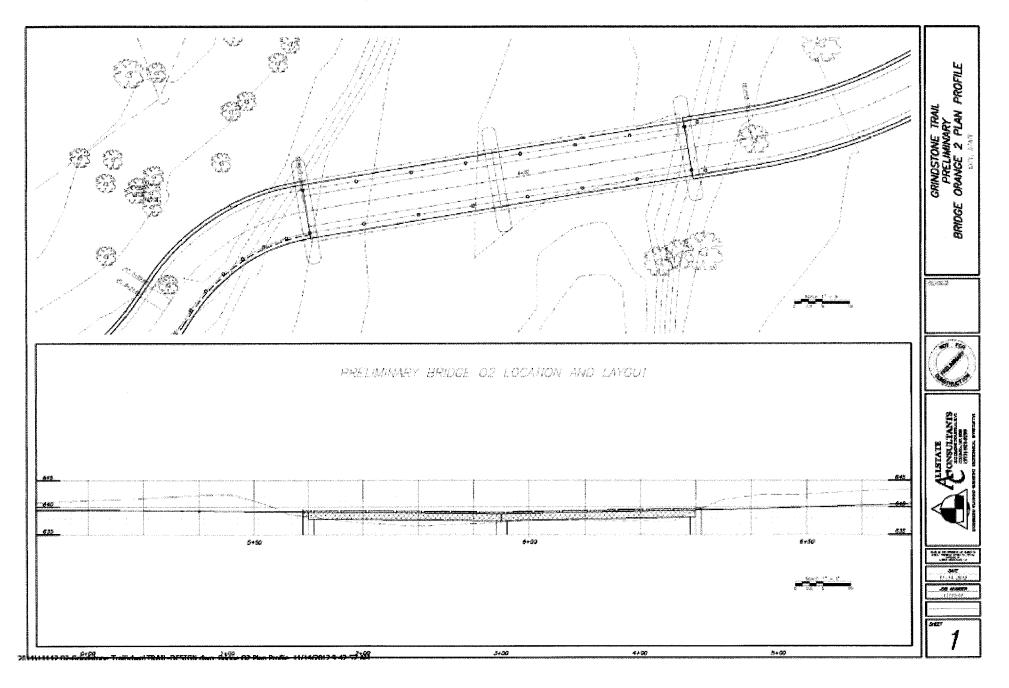
Trail is approximately 200-220 ft from nearest house

PROPOSED DESIGN ALIGNMENT CLARIFICATION GRINDSTONE TRAIL





Preliminary Low-Profile Bridge Plan



Similar Bridge, County House Trail





Grindstone Creek Trail Environmental Assessment

- Table 9 of the alignment report qualitatively compared impacts of various alternatives in terms of
 - Amount of area disturbed
 - Utilization of existing infrastructure
 - Minimizing the future system footprint
 - Surface water impacts wetland and stream
 - Vegetative impacts
 - Forested area impacts
 - Erosion impacts
 - Wildlife corridors
 - Greenhouse gas production
 - The human environment
 - Endangered species



Environmental Assessment

- 70% of the proposed orange alignment will be along existing sewer easement or other infrastructure. (21% of the green alignment and 26% of the yellow alignment)
- 50% of the proposed violet alignment or 81% of the alternate blue alignment will be along existing sewer easement or other infrastructure



Environmental Assessment

- The alignments that are selected for final design will be required to comply with:
 - The Clean Water Act (sections 404 and 401)
 - Jurisdictional streams and wetlands are required to be identified and impacts to be avoided, minimized and mitigated
 - The Endangered Species Act
 - National Flood Insurance Program
 - Columbia storm water ordinance
 - State and local land disturbance regulations



Grindstone Creek Funding

- Recommended route now includes 4 or 5 bridges.
- Based on engineer's high-end estimate, project exceeds budget by \$600,000.
- Options include:
 - Use park staff to construct trail & contract bridges.
 - Transfer fund balance from Hominy Trail Project.
 - Construct gravel trail instead of concrete.
 - Utilize Park Sales Tax contingency funds.
 - Combination of the above.
- Recommend if project is approved, more detailed engineering will finalize cost estimates.



Public Input Meeting August 30, 2012

Meeting held at Waters-Moss: 63 responses

Online Survey: 8/31- 9/17: 20 responses

- Approve of Grindstone Trail: 55
 - Orange alignment
 - Alternate alignment due to eminent domain
- Oppose Grindstone Trail: 28
 - Due to eminent domain
 - Generally opposed to trail
 - Opposed to trail citing existing abundance of trails or too expensive



Council Requested Commission Feedback

- Provide Council with feedback as to whether the Commission supports the concept of deferring the Grindstone trail project and utilizing its funding to assist in completing high priority projects identified through the GetAbout Planning process.
- 2. Provide Council any feedback the Commission might have as to the preferred priority order of the nine projects being considered for funding.



Commissions: Defer Funds from Grindstone to GetAbout Projects

Bike and Ped Commission: No

Disability Commission: Yes

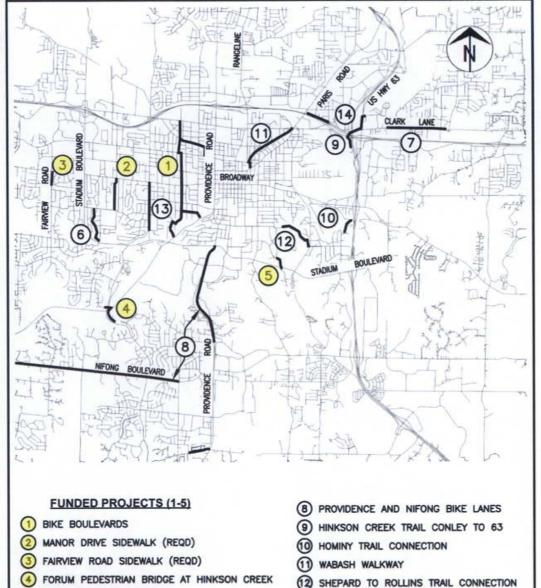
Energy & Environment: No

Parks and Recreation: No

Commissions that voted "no" supported funding the Grindstone Creek Trail as proposed.



Revised Priority
Order of GetAbout
Round 2 Projects.
Commission & Staff



(14) CLARK LANE SIDEWALK WEST

City of Columbia, Missouri

Getabout Phase 2 Proposed

(7) CLARK LANE SIDEWALK EAST

(5) ASHLAND ROAD SIDEWALK

POTENTIAL PROJECTS (6-14)

(6) COUNTY HOUSE TRAIL PHASE 2 (WEST)

GetAbout Phase 2 Project Ranking

21-Dec-12				St	taff	Commissions		
	Project	Ranking Comm and Staff	Average Comm and Staff	GetAbout staff	Parks and Rec Staff	Parks and Rec Comm	Environ and Energy Comm	Bike/Ped Comm Rank
6	County House Trail Phase 2 West. Connects from Rockcreek Drive to County House Trail Phase 1, predominantly on City ROW.	3	3.000	3	1	3	5	3
7	Clark Lane Sidewalk, East. Ballinger to Woodland, north side	2	2.000	2	3	2	1	2
8	Providence and Nifong Bike lanes: Providence (Stadium to Green Meadows), & Nifong (Bethel to Scott) - repair and stripe	7	6.875	6	8	5	6.5	8
9	Hinkson Creek Trail, Conley to 63 (Conley Rd to Clark Lane, Hwy 63)	1	1.500	1	2	1	2	1
10	Hominy Trail Connection (connecting Hominy Trail to Shepard Neighborhood at Pepper Tree Ln)	8	7.125	7	7	8	8	5.5
11	Wabash Walkway, Pedway along COLT Right of Way from Wabash Station to Paris Road, connecting to bike lanes and sidewalks on Paris. Future phase to connect to Vandiver.	9	7.250	8	9	9	3	8
12	Shepard to Rollins East-West connection (includes bridge over Hinkson Creek)	5	6.250	5	4	4	9	8
13	West Blvd Sidewalk. Westwinds to Stewart plus upgrade the sidewalk from Stewart to Broadway, west side	6	6.000	9	6	6	6.5	5.5
14	Clark Lane Sidewalk, West. Eastwood to Paris, north side	4	5.000	4	5	7	4	4

Map Loc	GetAbout Candidate		Mode shift	Commission &	Survey	F	Estimated			
#	Capital Projects	Ward	potential	staff ranking	Votes		Cost	Rı	unning Total	Comments
9	Hinkson Creek Trail, Conley to 63 (Conley Rd to Clark Lane, Hwy 63)	3	1	1	133	\$	555,000	\$	555,000	Integrates with Conley TDD, important link
7	Clark Lane Sidewalk, East. Ballinger to Woodland , north side	3	1	2	113	\$	325,800	\$	880,800	Important link - dangerous for pedestrians.
6	County House Trail Phase 2 West. Connects from Rockcreek Drive to County House Trail Phase 1, predominantly on City ROW.	4	1	3	140	\$	445,000	\$	1,325,800	Neighborhood Connector. has support, 3 easements reqd
14	Clark Lane Sidewalk, West. Eastwood to Paris, north side	3	2	4	72	\$	410,325	\$	1,736,125	Important link - dangerous for pedestrians.
12	Shepard to Rollins East-West connection (includes bridge over Hinkson Creek)	6	2	5	137	\$	1,740,000	\$	3,476,125	Requires 2 easements
13	West Blvd Sidewalk. Westwinds to Stewart plus upgrade the sidewalk from Stewart to Broadway, west side	4	2	6	97	\$	567,400	\$	4,043,525	Priority 1 on sidewalk master plandeferred Phase 1 project
8	Providence and Nifong Bike lanes: Providence (Stadium to Green Meadows), & Nifong (Bethel to Scott) - repair and stripe	5	1	7	129	\$	309,300	\$	4,352,825	Important on-street connections
10	Hominy Trail Connection (connecting Hominy Trail to Shepard Neighborhood at Pepper Tree Ln)	6	2	8	84	\$	180,000	\$	4,532,825	Recommended by neighborhood
11	Wabash Walkway, Pedway along COLT Right of Way from Wabash Station to Paris Road, connecting to bike lanes and sidewalks on Paris. Future phase to connect to Vandiver.	1,3	2	9	91	\$	544,000	\$	5,076,825	Requires 19 easements. Bypasse narrow section of Paris road.
		То	tal Projec	cts (Map Locati	s (Map Locations 6-14)		5,076,825			
	Possible Sources of Funding									
	Additional Round 2 funding					\$	5,930,000			
	Committed to Projects 1-6 plus non capital and operating costs					\$	(3,360,000)			
	Possible contingence remaining from Round 1					\$	1,000,000			
					Subtotal	\$	3,570,000			
	Proposed Grindstone Trail re-allocation					\$	1,400,000			
					Total	\$	4,970,000			



Based on commission and staff rankings, the following projects could be funded:

Ranking	Мар#	Description	Cost
1	9	Hinskon Trail: Conley	\$555,000
2	7	Clark Lane Sidewalk East	\$325,800
3	6	County House Trail: West	\$445,000
01.41.013mm2+48+4314-968 4	14	Clark Lane Sidewalk: West	\$410,325
5	12	Shepard-Rollins: East-West	\$1,740,000
	(1) (1) (1) (1) (1) (1) (1) (1) (1) (1)	TOTAL	\$3,476,125
	Availab	le GetAbout Balance	\$3,570,000



Council Options

Discuss Grindstone Creek Trail and GetAbout issues separately.

- Grindstone Creek Trail Project (GCT)
 - Complete Public Input process by scheduling a public hearing.
 - Following public hearing, Council has multiple options.



Council Options: Grindstone

- 1. Approve entire Grindstone Creek Trail Project as recommended.
- Approve a portion of Grindstone Creek Trail Project & defer remaining balance to GetAbout Projects.
 - a. Connect Waters-Moss to Grindstone Nature Area. Estimated cost: \$600,000
 - b. Connect east end of trail from Maguire to Hollywood. Estimated cost: \$687,000
- 3. Approve deferring all funds from Grindstone Creek Trail project to GetAbout Projects.



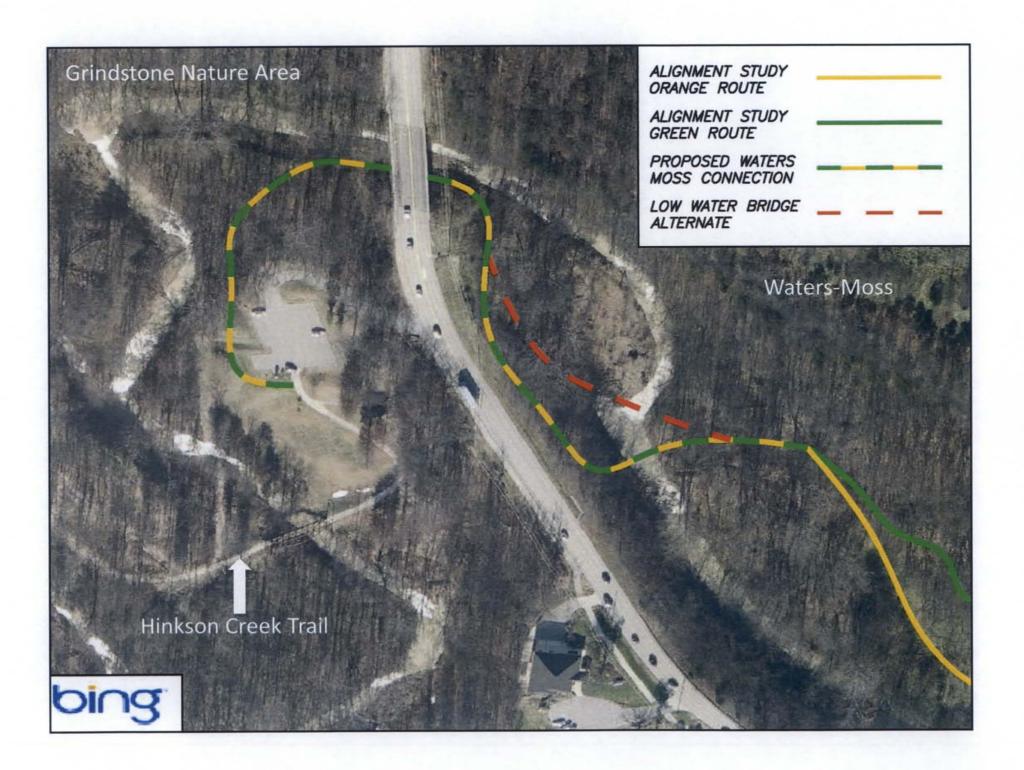
GetAbout Grant Requirements

- There are very strict restrictions regarding the use of federal funds.
- Mixing Park Sales Tax funds with GetAbout funds may jeopardize grant funding.
- Staff strongly suggests that the two funds be kept separate.
- If Park Sales Tax funds are used, suggest selecting projects that can be funded entirely by either PST or GetAbout funds.



Option #2a: Construct West End of Grindstone Creek Trail

- West end of Grindstone Creek Trail will connect Waters-Moss to Grindstone Nature Area.
- Estimated construction costs \$600,000.
- Defer PST \$700,000 to GetAbout Projects.
- Staff recommends that Park Sales Tax Funds be used for one or two trail projects:
 - #6 County House Trail West: \$445,000
 - #9 Hinkson Creek Trail-Conley: \$555,000
 - #10 Hominy Trail Connector: \$180,000





Option #2b: Construct East End of Grindstone Creek Trail

- East end of trail would connect Maquire Blvd to Hollywood Theaters.
- Estimated construction cost: \$687,000.
- Defer PST \$625,000 to GetAbout Projects.
- Staff recommends that Park Sales Tax
 Funds be used for one or two trail projects:
 - #6 County House Trail West: \$445,000
 - #9 Hinkson Creek Trail-Conley: \$555,000
 - #10 Hominy Trail Connector: \$180,000



Construct Only Both Ends of Grindstone Creek Trail

- Recommendation came from Public Input meeting and constructs each end of the trail leaving the middle section unfunded.
- West End: \$600,000
- East End: \$687,000
- Total: \$1,287,000
- No funds available for GetAbout projects.
- May free up unspent funds from other projects such as the Hominy Creek Trail.



Option #3: Defer All Funds of Grindstone Creek Trail to GetAbout Projects

- Grindstone Creek Trail remains on trail master plan as future unfunded trail project.
- Staff recommends that Park Sales Tax Funds be used on these three trail projects:

#6 County House Trail West: \$445,000

- #9 Hinkson Creek Trail-Conley: \$555,000

- #10 Hominy Trail Connector: \$180,000

Total: \$1,180,000

 Not enough PST funding to completely construct the Shepard-Rollins Connector.

Other P&R Trail Projects Council may select another trail project.

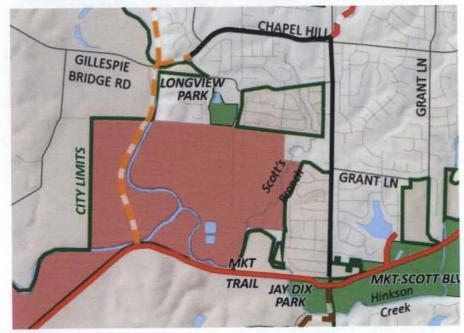
Bear Creek Trail: Blue

Ridge to Lange



Estimated cost: \$1,300,000

Perche Creek Trail: Phase I



Estimated cost: \$1,400,000-\$2,000,000



Proposed Next Steps

- Staff prepares a report to Council formally documenting the Commission responses and identifying Council options.
 - Report will recommend that a public hearing be scheduled on the Grindstone Creek Trail project.
 - Following public hearing, Council could take official action by directing staff to proceed with whichever option is determined appropriate.
- Council directs staff to schedule a public hearing.



The following additional slides provide information regarding the department's policy on trail planning (will not be presented during worksession).



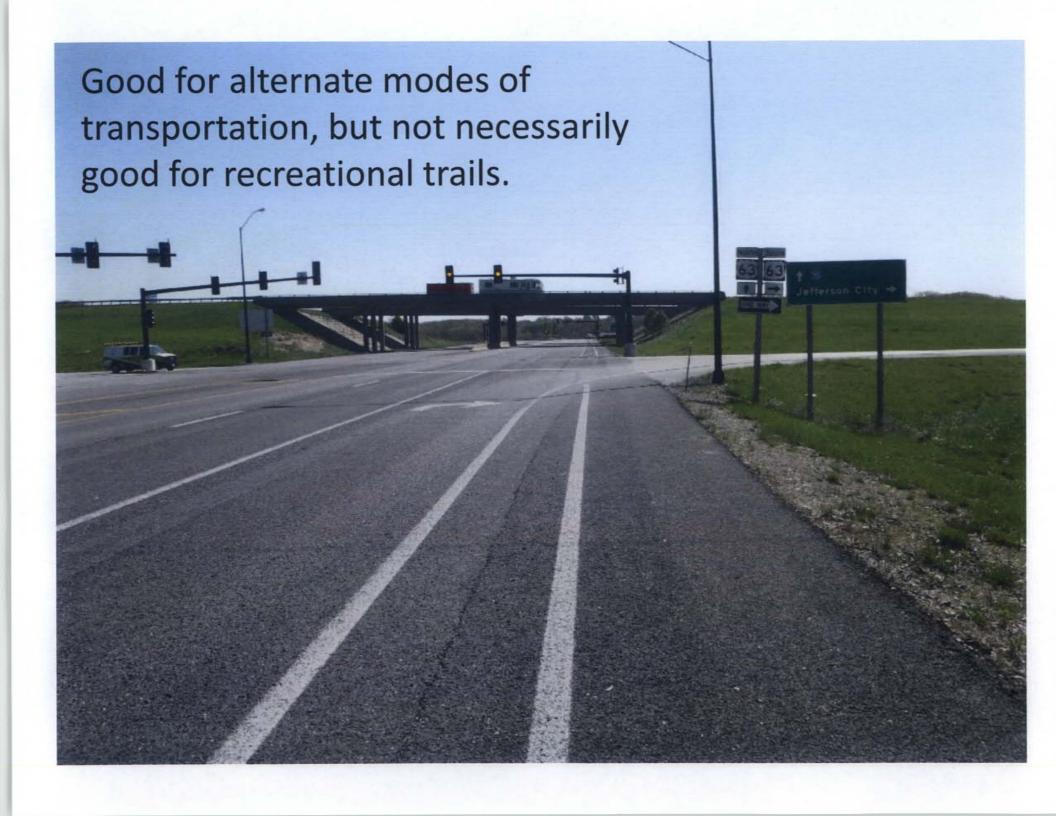
Environmental Assessment

- Because federal funds are not being used, the NEPA process is not required which means we are not required to:
 - Obtain a categorical exclusion or produce an environmental assessment or environmental impact statement (including additional public comment opportunities)
 - Conduct a cultural resource assessment
 - Conduct an assessment of impacts on publically owned lands and plan to minimize impacts
 - Assess environmental justice issues
 - Assess noise impacts
 - Assess air quality impacts

Why do we build trails along creeks?

- Creek corridors are undeveloped linear spaces
 - Due to periodic flooding there are no buildings
- Separation from automobile traffic
 - You can travel for several miles without crossing roads
- Best places in town for nature viewing
 - Aesthetically pleasing areas to de-stress
- The areas adjacent to creeks are flat for comfortable biking and walking





Why concrete trails?

- Best longevity. Should last 20+ years.
- Best consistency of surface. Does not wash or break apart in flood areas or on steep slopes.
- Steel in concrete keeps it from deflecting preventing tripping hazards or barriers for wheel chairs.
- Cleaner surface during and after rains. Keeps commuters clean as well as less wear and tear on bikes.
- We don't have to put tons of gravel in our creeks and natural areas every time it rains.



Gravel build-up in natural areas after flooding.

- P&R staff replaces about 179 tons of gravel that washes into the adjacent creeks after every major storm event.
- On average over 1,000 tons of gravel each year.



20+ year old concrete trail, still in excellent shape. Albert-Oakland Park, 8-ft trail.

Shepard-Rollins Connector \$1.7m



Shepard-Rollins: Maguire Connection

