



## **STAFF REPORT**

### **DATE:**

February 15, 2024

### **TITLE:**

Glacier Way Trailhead Parking Lot Expansion Project – Staff Request Complete Design and Bid Project

### **RECOMMENDATION:**

#### **By Motion:**

The Board of Directors approves staff to move forward with finalizing the design with a vault restroom, permitting, and bidding on the project. Staff to come back to the board for final construction contract approval.

### **BACKGROUND:**

The Glacier Way Trailhead parking area is one of the most popular trailheads for both summer and winter use. The current parking lot is undersized for its current use with parking overflowing onto neighborhood streets and the lack of facilities contributing to environmental impacts.

The 2012 Trails Master Plan and subsequent 2016 Tahoe Donner 5-Year Implementation Plan (5YIP) identified 22 specific trail projects that included necessary improvements and expansion of the Tahoe Donner trail system to provide a connected and sustainable network of trails available for a wide range of non-motorized users. Of those 22 projects, only two major trail projects have not started: the proposed Sunrise Trail and the Glacier Way Trailhead Parking Expansion.

Subsequently, the Glacier Way Trailhead Parking Expansion project was identified as a key facility for improvement in the approved 2022 Trails Master Plan. This trailhead provides access to many existing Tahoe Donner trails, the Donner Lake Rim Trail, and other new proposed projects in the Master Plan. The Master Plan indicated that the heavily used trailhead causes parking spill-over into the adjacent Glacier Way public roadway during peak usage. The Master Plan detailed the project scope to include improvement and expansion of the Glacier Way Trailhead, including the additional paved parking area and drainage improvements, and one accessible space adjacent to the existing paved accessible path.

The proposed project objectives are to size the parking lot capacity correctly and to provide permanent restroom and trash facilities, fire department turnaround, and dedicated snow storage areas, as well as to improve ADA access.

On June 23, 2023, the Board of Directors approved the Glacier Way Trailhead Parking Lot Expansion Project soft costs not to exceed \$106,177, using \$55,000 from the Development Fund and \$51,177 from the Replacement Reserve Fund as approved in the 2023 5-year Capital Funds Projection (CFP) and Budget. The Board also authorized the General Manager to enter into a Professional Services Agreement with Millennium Planning & Engineering to provide professional civil engineering, planning, and environmental services to design and permit the project.



## DISCUSSION:

Millennium Planning & Engineering conducted background research, topographical survey, aerial mapping biological inventory and cultural assessment studies, and perc and mantle testing to appropriately design and permit the project.

**Sizing:** An initial conceptual design was developed, which included 76 parking spaces, a fire department turnaround, dedicated snow storage areas, a two-stall plumbed restroom with a septic system, and a 6-yard dumpster.

In November 2023, staff conducted extensive outreach with neighbors and the Trails and Open Space Committee to solicit feedback on the initial conceptual design. The summary of feedback is as follows:

- Confirmed street parking is an ongoing problem
- Need better snow removal in the parking lot
- Consistent feedback – Appropriate size 30-40+ spaces
- Concerns with dumpster visual aesthetic and potential for “dumping”
- Concern with restroom visual aesthetic, the potential for overnight use and maintenance
- Parking lot geometry should be more “organic”
- Provide wayfinding signage
- Requested more “no parking” signage on roads and enforcement

A schematic design was subsequently developed including:

- Wayfinding signage added, to be located near the intersection of Skislope and Glacier Way
- 43 total parking spaces including two ADA spaces
- Parking lot geometry more “organic” in shape
- Modified footprint to preserve large trees and screen expansion from neighbor properties
- Adjustments to improve snow removal capability, additional small trees to be removed for push zones
- Located ADA spaces closer to the proposed ADA trailhead
- Shifting of the two-stall restroom to the south for more tree screening
- Replacement of 6-yard dumpster with two bear-proof double bin trash/recycling enclosures

In January 2024, additional outreach was conducted with neighbors, the Board of Directors, and the Trails and Open Space Committee. The general feedback was as follows:

- Convert regular parking spaces at the ADA trailhead to two additional ADA spaces for a total of four ADA spaces. Two “summer only” ADA parking spaces convert back to regular spaces in winter
  - Add four to six additional regular parking spaces to address Skislope Way parking
- Total 47-50 spaces

Staff used USFS standard calculations for carrying capacity to validate the appropriate number of parking spaces determined from outreach feedback and internal data. The attached final schematic design was developed consisting of 50 total parking spaces including four ADA spaces.



## Restroom:

The property is located outside the Town of Truckee limits, within the district boundary of the Truckee Donner Public Utility District, but not within Truckee Sanitary District. Therefore, Millennium determined a restroom could be served with water and power, but connecting to sewer would involve a lengthy and costly **Local Agency Formation Commissions (LAFCO)** annexation process. Perc and mantle tests were conducted on-site and determined the site is suitable for septic. Staff originally considered vault toilets as an alternative, however, the Nevada County Environmental Health Department initially indicated that they would only allow vault toilets if septic was not feasible.

Staff determined that a two-stall restroom is appropriate for the number of parking spaces, with USFS standards indicating sites should have one stall per 35 persons at one time (PAOT).


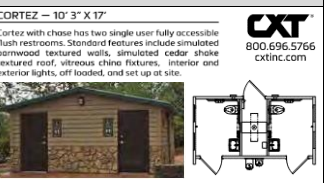

Continued discussions with Nevada County Department of Environmental Health staff determined that a vault restroom could be considered for this site.

Staff evaluated the pros and cons of a plumbed versus vault restroom and discussed with the Trails and Open Space Committee on February 7, 2024:

- Vault
  - Pros: Construction cost lower, simpler infrastructure
  - Cons: Odor, user experience, no utilities, janitorial more challenging
- Plumbed
  - Pros: Cleanliness, water source, lighting, heat
  - Cons: Construction costs are higher, and more complicated infrastructure
- Need to consider the best long-term solution to last 20+ years

Staff solicited proposals from pre-fab restroom suppliers and compared construction costs between vault and plumbed restrooms:

### GLACIER WAY TRAILHEAD PARKING LOT ROUGH ESTIMATE: RESTROOM OPTIONS

| Two- Stall Plumbed Restroom:<br>Higher Quality, Better Fit & Finish<br>Similar to Truckee Regional Park |         |     |         | Two- Stall Plumbed Restroom:<br>Lower Quality, Lesser Fit & Finish                   |         |     |         | Two- Stall Vault Restroom with Storage:<br>Similar to Martis Valley Trailhead         |         |     |         |
|---------------------------------------------------------------------------------------------------------|---------|-----|---------|--------------------------------------------------------------------------------------|---------|-----|---------|---------------------------------------------------------------------------------------|---------|-----|---------|
|                      |         |     |         |  |         |     |         |  |         |     |         |
| Two- Stall Plumbed Restroom: PRC                                                                        |         |     |         | Two- Stall Plumbed Restroom: CXT Cortez                                              |         |     |         | Two- Stall Vault Restroom: CXT Cascadian                                              |         |     |         |
| UNIT                                                                                                    | COST    | QTY | TOTAL   | UNIT                                                                                 | COST    | QTY | TOTAL   | UNIT                                                                                  | COST    | QTY | TOTAL   |
| UG UTILITIES                                                                                            | 90      | 350 | 31,500  | LF                                                                                   | -       | -   | -       | LF                                                                                    | -       | -   | -       |
| SEPTIC SYSTEM                                                                                           | 50,000  | 1   | 50,000  | LS                                                                                   | 50,000  | 1   | 50,000  | LS                                                                                    | -       | -   | -       |
| RESTROOM (385 SF)                                                                                       | 259,369 | 1   | 259,369 | LS*                                                                                  | 179,190 | 1   | 179,190 | LS                                                                                    | 113,840 | 1   | 113,840 |
| TOTAL RESTROOM COST (INCL. 20% CONTINGENCY)                                                             |         |     | 409,043 |                                                                                      |         |     | 312,828 |                                                                                       |         |     | 136,608 |
| VARIANCE (COST SAVINGS)                                                                                 |         |     |         | (96,215)                                                                             |         |     |         | (272,435)                                                                             |         |     |         |





Staff has projected future maintenance costs for the expanded facility at \$21,015 per year for a vault restroom or \$25,474 per year for a plumbed restroom, as detailed below:

**GLACIER WAY TRAILHEAD PARKING LOT  
ESTIMATED ANNUAL MAINTENANCE & JANITORIAL COST SUMMARY**

|                                         | Vault Restroom   | Plumbed Restroom | Variance          |
|-----------------------------------------|------------------|------------------|-------------------|
| Vault Pumping                           | 2,960            |                  |                   |
| Septic Pumping                          |                  | 2,300            |                   |
| Plumbed Utilities                       |                  | 5,119            |                   |
| Restroom Janitorial                     | 8,638            | 8,638            |                   |
| Waste Disposal                          | 5,280            | 5,280            |                   |
| Snow Removal (based on 2022/2023 costs) | 4,137            | 4,137            |                   |
| <b>TOTAL</b>                            | <b>\$ 21,015</b> | <b>\$ 25,474</b> | <b>\$ (4,459)</b> |

Staff recommendation is to install a vault restroom at this facility:

- Meets Tahoe Donner's goals and needs for trailhead parking facilities
- Fiscally responsible:
  - Estimated savings of \$272,435 from construction costs
  - Lower annual operating cost by \$4,459 without utilities
- Consistent with local area USFS trailhead parking facilities
- Consistent with current Tahoe Donner standards (i.e. Golf)
- Reduces concerns of overnight use - Not heated or plumbed making it less inviting

To mitigate the loss of potable water with the vault restroom option, water utilities could be added at the trailhead utilizing a "well type" hydrant for summer trail users. The preliminary estimate is approximately \$50,000.

**ADA Trail:**

In October 2023, the ADA trail portion of the project was deferred to 2026 as part of the 10-year CFP budget review. The recommendation of a vault restroom, instead of the budgeted plumbed facility, potentially frees up funds for staff to accelerate ADA trail construction. Staff recommends adding ADA trail design to the current contract with Millennium, for an additional \$19,500. This cost would fit into the current approved budget for soft costs. The estimated construction cost of the ADA trail is still to be determined, based on design.

**OUTREACH:**

Staff has conducted Board of Directors and member outreach over the four years spanning 2020 - 2024 for this project, consisting of:

- Presentations at Board Meetings
  - Feb. 22, 2020: Included in Capital Projects Presentation
  - March 28, 2020: Included in Capital Projects Presentation
  - Oct. 15, 2021: Part of the 2022 Budget Approval Process – Included in 5-Yr CFP
  - March 25, 2022: Included in Capital Projects Presentation – Included in 5-Yr CFP





- May 27, 2022: Included in Capital Projects Presentation – Included in 5-Yr CFP
  - September 22, 2022: Included in 5Yr CFP as part of Budget Workshop #2 for 2022-2023
  - October 28, 2022: Approved as part of the 2023 Budget - Included in CFP 2023 Projects
  - June 23, 2023: Approved 2023 Soft Costs and Consultant Contract in Board Executive Session
  - July 27, 2023: Included in Capital Projects Presentation
  - September 28, 2023: Included in 10-Yr CFP as part of Budget Workshop #2 for 2023-2024
  - October 12, 2023: Included as part of the 2024 Budget - Included in CFP 2024 Projects
  - October 20, 2023: Approved as part of the 2024 Budget - Included in CFP 2024 Projects
  - November 17, 2023: Board Update on Glacier Way Trailhead Parking Lot Expansion
  - January 26, 2024: Board Update on Glacier Way Trailhead Parking Lot Expansion
- Features in *Tahoe Donner News*
    - October 2021 “Budget Update – Projects”
    - December 2021 “Budget Report – Replacement Reserve and Development Fund Expenditures Budgeted”
    - 2022 Budget Report
    - 2023 Budget Report
    - 2024 Budget Report
  - Stakeholder outreach consisting of:
    - Notification letter sent to all neighbors within 1,000 ft + additional Skislope Way neighbors
    - Trails and Open Space Committee meeting Nov. 1
    - Onsite neighbor meeting on Nov. 1
    - Virtual neighbor information session Nov. 2
    - Sent recap of meetings and feedback to all neighbors and requested all comments to be received by Nov. 17. Responded to all comments received, on-going communication with neighbors.
    - Met additional neighbors on-site on Nov. 12
    - Neighbor update meeting Jan. 24
    - Trails and Open Space Committee meeting update Feb. 7
  - Dedicated Project Webpage with member feedback form

### **FISCAL IMPACT:**

The project is approved to \$55,000 from the Development Fund and \$51,177 from the Replacement Reserve Fund as approved in the 2023 5-year CFP and Budget to cover soft costs, and we anticipate coming in on or below budget for these expenses.





The approved 2024 10-year CFP and Budget allocates \$795,000 from the Development Fund and \$105,000 from the Replacement Reserve Fund for construction costs.

|                | Phase                    | Total             |                   |                     |
|----------------|--------------------------|-------------------|-------------------|---------------------|
|                |                          | 2023              | 2024              |                     |
| Project Costs  | Professional Services    | 106,177           |                   |                     |
|                | Construction             |                   | 900,000           |                     |
|                | <b>Total</b>             | <b>\$ 106,177</b> | <b>\$ 900,000</b> | <b>\$ 1,006,177</b> |
| Funding Source | Development Fund         | 55,000            | 795,000           |                     |
|                | Replacement Reserve Fund | 51,177            | 105,000           |                     |
|                |                          |                   |                   |                     |
|                | <b>Total</b>             | <b>\$ 106,177</b> | <b>\$ 900,000</b> | <b>\$ 1,006,177</b> |

#### RECOMMENDATION:

##### By Motion:

The Board of Directors approves staff to move forward with finalizing the design with a vault restroom, permitting, and bidding on the project. Staff to come back to the board for final construction contract approval.

#### ALTERNATIVES:

1. Proceed with an alternative schematic plan based on Board feedback
2. Do not proceed with the Glacier Way Trailhead Parking Expansion Project at this time

#### ATTACHMENTS:

Millennium Planning & Engineering Schematic Design

Prepared by: Rebecca Meyerholz, Capital Projects Manager

Reviewed by: Jon Mitchell, Director of Capital Projects and Facilities

Reviewed by: Annie Rosenfeld, Interim General Manager *Annie Rosenfeld*

Board of Directors Meeting Date: February 23, 2024

