

**A RESOLUTION ACCEPTING THE MANITOU INCLINE
SITE DEVELOPMENT AND MANAGEMENT PLAN**

WHEREAS, the cities of Colorado Springs and Manitou Springs have partnered together for the creation of the Manitou Incline Site Development and Management Plan; and

WHEREAS, the Manitou Incline Task Force was established to help guide the cities of Colorado Springs and Manitou Springs and the Manitou Incline Planning Team in the decision-making process during the formulation of the Manitou Incline Site Development and Management Plan; and

WHEREAS, Tapis Associates, Inc., was selected as the planning team to assess the existing conditions of the Incline, conduct the public process, and propose appropriate options to legally and safely open the Manitou Incline; and

WHEREAS, an extensive public process was conducted to ensure all voices were heard during the planning stages of the Manitou Incline Site Development and Management Plan; and

WHEREAS, the Manitou Incline Site Development and Management Plan must be approved by the City of Colorado Springs TOPS Working Committee and the Parks and Recreation Advisory Board, as well as the City of Manitou Springs Planning Commission and the Manitou Springs City Council; and

WHEREAS, the cities of Colorado Springs and Manitou Springs will continue to work with the current property owners to ensure Intergovernmental Agreements and Special Use Permits are in place prior to the official opening of the Manitou Incline; and

WHEREAS, a Friends of the Manitou Incline will be established to assist with the fundraising efforts needed to make the necessary modifications and ongoing improvements to the Manitou Incline; and

WHEREAS, the cities of Colorado Springs and Manitou Springs will jointly share the responsibilities of maintaining the Manitou Incline.

**NOW, THEREFORE, BE IT RESOLVED BY THE CITY COUNCIL OF THE CITY OF
COLORADO SPRINGS:**

Section 1. The City Council of the City of Colorado Springs hereby accepts the Manitou Incline Site Development and Management Plan, attached hereto as Exhibit A and made a part hereof.

Section 2. The Parks, Recreation and Cultural Services Department of the City of Colorado Springs is hereby authorized to execute all necessary applications, agreements and permits with the property owners to open the Manitou Incline to lawful and safe use by the public.

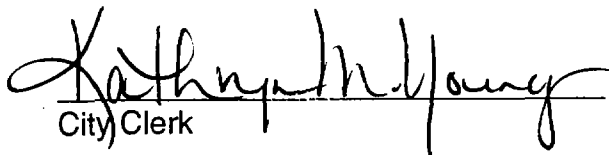
Section 3. The Parks, Recreation and Cultural Services Department shall forward any necessary Intergovernmental Agreements to City Council for approval.

Dated at Colorado Springs, Colorado this 22 day of February, 2011.



Mayor

ATTEST:



City Clerk



**Manitou Incline
Site Development and
Management Plan**

prepared by



Tapis Associates, Inc.
Kezziah Watkins
Wilson & Company
GreenPlay, LLC
Loris and Associates, Inc.
ERO Resources Corporation

final draft 04February 2011



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Acknowledgements

Concerned citizens and community leaders have worked tirelessly over the past 10 years to broker legal access for Incline users. Much was learned from those experiences. This Plan builds on these prior planning efforts. We acknowledge and are thankful for the effort and commitment of those visionary leaders.

This plan to legally open the Incline is only possible through the committed participation and engagement of the three landowners. They participated not only on the Task Force, but in many additional meetings and reviews with the consultant team and the cities' staffs.

Landowner Representatives

United States Forest Service - Frank Landis
 Manitou and Pike's Peak Railway Company - Spencer Wren
 Colorado Springs Utilities - Susan Presti

Direction and input for the Manitou Incline Site Development and Management Plan was provided by the Manitou Incline Task Force. The Task Force members gave valuable input to the Cities' staffs and to the consultant team. Their thoughtful ideas are incorporated into the Plan.

Task Force Members

Eric Billmeyer, Friends of the Peak	Phillip "Val" St. Cloud, Upper Ruxton Residents
Steve Bremner, Incline Club	Marc Straub, Manitou Springs Open Space Advisory Committee
Tim Haas, Manitou Springs Economic Development Council	Eric Swab, Friends of the Peak
Bill Koerner, Trails and Open Space Coalition	Sarah Tresouthick, Lower Ruxton Residents and Manitou Springs Fire Department
Frank Landis, United States Forest Service - Pikes Peak Ranger District	Spencer Wren, Manitou and Pike's Peak Railway Company
Kira Pasquesi, Colorado Springs Parks and Recreation Advisory Board	Neal Yowell, Manitou Springs Parking Authority Board
Susan Presti, Colorado Springs Utilities	Sandi Yukman, Colorado Springs Utilities
Kim Reaves, US Forest Service - Pikes Peak Ranger District	

The Manitou Incline Site Development and Management Plan is a collaborative undertaking between the Cities of Colorado Springs and Manitou Springs. The Manitou Springs Parking Advisory Board reviewed the stages document and provided recommendations on the parking management component. The Plan was recommended for approval on February 2, 2011 by the Colorado Springs TOPS Working Committee; approved on February 10, 2011 by the Colorado Springs Parks, Recreation and Cultural Services Board; and approved on February 22, 2011 by the Colorado Springs City Council. The Conditional Use request was reviewed by the Manitou Springs Planning Commission for a recommendation to City Council on March 9, 2011. Manitou Springs City Council adopted the Management Plan through approval of the Conditional Use on March 15, 2011. We wish to acknowledge their attentive consideration, and support of the plan.


Acknowledgements (contd.)
TOPS Working Committee

Scot Hume, Chair
 Lee Milner, Vice-Chair
 PJ Anderson
 Linda Hodges
 Ian Kalmanowitz
 Getty Nuhn
 Jim Rees
 Rich Upton
 Jeremy Wilson
 Paul Franco, Alternate

Colorado Springs Parks and Recreation Advisory Board

Kent Obee, Chair
 Carl Reinhardt, Vice-Chair
 Rich Eastland
 Andy Finn
 Jackie Hilaire
 Nancy Hobbs
 Mary Mashburn
 Kira Pasquesi
 Richard Stettler
 Charles Castle, Alternate

Colorado Springs City Council

Lionel Rivera, Mayor
 Larry Small, Vice-Mayor
 Tom Gallagher
 Darryl Glenn
 Scott Hente
 Bernie Herpin
 Jan Martin
 Sean Paige
 Randy Purvis

Manitou Springs**Parking Authority Board**

Phillip "Val" St. Cloud, Chair
 Jay Roher, Vice-Chair
 Michelle Anthony, City Planner,
 Staff Liaison
 Lisa Quintana
 Ingrid Richter, Council Liaison
 Spencer Wren
 Neal Yowell

Manitou Springs**Planning Commission**

Alan Delwiche, Chair
 Mike Casey, Vice-Chair
 Karen Huseman
 Gil Price
 Tip Ragan
 Jeanne Vrobel
 Julie Wolfe

Manitou Springs City Council

Marc A. Snyder, Mayor
 Aimee Cox, Mayor Pro-Tem
 Rick Barry
 Matt Carpenter
 Michael Gerbig
 Ed Klingman
 Ingrid Richter

Funding for the Manitou Incline Site Development and Management Plan was provided by a grant from Great Outdoors Colorado and a contribution by The Margaret and Al Hill Family Foundation.

City of Colorado Springs and City of Manitou Springs staffs played a significant role in the development of the Manitou Incline Site Development and Management Plan. The following staff members are recognized for their contributions:

City of Colorado Springs

Sarah Bryarly, Incline Project Manager, Interim
 Manager Design, Development & TOPS
 Scott Abbott, Regional Parks Supervisor
 Ben Carlson, Intern, Design, Development & TOPS
 Aimee Cox, Principal Analyst
 Kimberly King, Manager of Administration
 Alma Grandpre, Senior Analyst
 Kurt Schroeder, Manager of Parks, Trails
 & Open Space

City of Manitou Springs

Dan Folke, Planning Director
 Michelle Anthony, City Planner
 Matt French, Parking Enforcement Officer
 Kari Kilroy, Planning Administrative Assistant
 Mike Leslie, Acting City Administrator
 Bruno Pothier, Public Services Director
 Mary Jo Smith, Police Chief
 Brad Walters, Streets Supervisor



Acknowledgements (contd.)

The City was also fortunate to have a diverse professional Consultant Team led by Tapis Associates, Inc. We are very pleased with their public engagement efforts, research, professionalism and creativity in developing this plan.

Tapis Associates, Inc. - Priscilla J Marbaker, ASLA
 KezziahWatkins - Tweed Kezziah, Susan Watkins
 Wilson & Company - Stephen Pouliot, Troy Slocum
 GreenPlay, LLC - Chris Dropinski
 Loris and Associates, Inc. - Scott Belonger
 ERO Resources Corporation - Bill Mangle

Finally, we wish to acknowledge all the citizens who committed time and effort to provide input in the public meetings and work sessions. Their feedback was extremely helpful in ensuring that we addressed the needs of the Incline users and surrounding neighborhood. The plan reflects their intentional deliberation and negotiated consensus.

Sincerely;

Kurt Schroeder,
 City of Colorado Springs

Manager of Parks, Trails & Open Space

Dan Folke,
 City of Manitou Springs

Planning Director



Acknowledgements (contd.)



Executive Summary

Background

Surely one of the most challenging recreation sites in the nation, the Manitou Incline is a former cable-car route turned trail that generates an estimated minimum of 350,000 heart-pounding trips to the top of Mt. Manitou annually. Located on both public and private property and technically closed to trespass, it is at once a liability, a community asset and source of pride, a neighborhood nuisance, and a regional amenity with tremendous potential.

In 2010 the three landowners, including the Cog Railway, the US Forest Service, and Colorado Springs Utilities, and the Cities of Colorado Springs and Manitou Springs agreed that serious safety and liability issues as well as the trail's conditions and impacts on nearby neighborhoods called for development of a Site Development and Management Plan to address these issues, to allow the Incline to open for legal use and to capitalize on the Incline's benefits.

The planning group was made up of the Manitou Incline Task Force, comprised of representatives of a number of stakeholder groups and a representative from each landowner, staff from the Cities of Colorado Springs and Manitou Springs, as well as a team of technical consultants lead by Tapis Associates. The Task Force began its work in February 2010 with establishment of the Criteria for Success for the planning effort.

Public Involvement

Because of the high degree of interest in the Incline, a comprehensive public involvement process was critical to the planning process. The process alternated between public outreach intended to gather the values, beliefs, and judgments of those who care about the Incline plan and technical analysis and application by the Task Force, City staffs, and consultant team.



The public process began with stakeholder interviews and a public workshop to identify key issues. Based on those issues, a series of three public sessions focusing first on traffic/parking, then trails/trailheads and finally operations/ management, generated potential solutions. Because of the strong level of public consensus around solutions to the traffic/parking, trails/trailheads, and operations/management and the strong need for integrated solutions, the consultant team recommended and the Task Force concurred with a staged approach to Plan implementation. Stage recommendations were developed and were reviewed with landowners and with the public. Guided by Task Force and public response to the stage recommendations, the consultant team developed a Draft Site Development and Management Plan which was modified and approved by the Task Force and reviewed by the public at a January 2011 open house. The Draft Plan was refined, creating the recommended Manitou Incline Site Development and Management Plan to be presented to appointed and elected bodies of the Cities of Colorado Springs and Manitou Springs.

Executive Summary (contd.)

Existing Conditions Analysis

Another key element of the planning effort was the analysis of existing conditions on the Incline property and surrounding area.

Environmental issues identified include erosion within the Incline corridor, the need for restoration and re-vegetation of the corridor, the negative environmental impacts created by social trails in the area, habitat fragmentation due to human disturbance, and permitting issues related to the area's designation as a Critical Habitat for the Mexican spotted owl.

The Incline trail structure itself was also extensively analyzed. Analysis indicates that 46% of the Incline trail is in generally good shape with few if any hazards, 32% requires some modification to improve safety and long-term sustainability, and 22% requires significant modification to improve safety and long-term stability.



Parking and traffic represented a third key area of study of existing conditions. The analysis consisted of a parking and traffic survey conducted in the Barr Trail parking lot and the Ruxton Avenue corridor from Hydro Street to Manitou Avenue and meetings with user groups and neighborhood groups within the corridor. A number of key issues were identified and addressed in the Site Development and Management Plan, including: the identification of peak usage periods impacting traffic and parking in the area; illegal parking, particularly in Cog parking spaces, on Winter Street and in the Barr Trail parking lot; opportunities for redistributing parking spaces; heavy traffic in and out of the Barr Trail parking lot as drivers "stalk" it for parking spaces; level of parking enforcement in the area; congestion on Ruxton Avenue; pedestrian movements on Ruxton Avenue; problematic emergency access to the Barr Trail parking lot; paid parking; consideration of the parking needs of residents and the church in the area, particularly along Ruxton Avenue; and the requirement for parking opportunities that accommodate Barr Camp users, Barr Trail hikers and Incline users.

Executive Summary (contd.)

Stages Implementation- Key Recommendations

The integrated implementation strategy is organized in three stages which build upon each other and which continue to suggest options for consideration as conditions change. It is intentionally a flexible approach structured to provide guidance for a dynamic site.

Stage A: Key recommended actions in the initial stage of site development and management of the Incline site include:

- Establish a single entity to assume management responsibility by creating an Intergovernmental Agreement between the Cities of Colorado Springs and Manitou Springs establishing the City of Colorado Springs as the responsible entity in partnership with the City of Manitou Springs;
- Formalize citizen support of the Incline by establishing a non-profit citizen advocacy and fundraising group and providing volunteer opportunities;
- Create a trailhead at the base of the Incline in the Cog Railway parking lot;
- Implement detailed parking management approaches for specific zones in the Ruxton Avenue corridor;
- Improve the most deteriorated sections (approximately 23%) of the Incline which pose the greatest safety risks and environmental degradation;
- Improve trail connectivity and create alternative trail options down the Incline to include existing social trails in an initial Special Use Permit application to the U.S. Forest Service. This includes construction of the re-route of the existing social trail connection to Barr Trail and the 2/3 connection to Barr Trail;
- Mitigate long-term environmental issues to address erosion, Incline slope restoration, social trail restoration and new trail corridor re-vegetation;
- Establish the following rules of use for the Incline: dawn-to-dusk hours of operation; “use at your own risk” philosophy; modified “leave no trace” use ethic; no pets allowed; full or partial closures when necessary to perform renovation, construction, or maintenance operations; and recommended uphill use only;
- Generate revenue for capital and ongoing operations in an amount to support Stage A by pursuing a comprehensive funding strategy; and
- Create minimal signage in the Incline area in order to meet the most basic needs of safety and enforcement.

Building on the actions accomplished in Stage A, key actions in Stages B and C include consideration of other management approaches and more formalized input into Incline operations, improvements to the Incline trailhead and creation of a new Manitou Springs Trail System-wide trailhead, continued discussions related to traffic and parking in the Ruxton Avenue corridor and development of additional traffic/parking management approaches, additional improvements to sections of the Incline, additional trail connections, modifications to rules of use as user experience and monitoring indicates and funding allows, generation of revenue in amounts to support those stages, and additional signage.

Executive Summary (contd.)

Budget Estimates and Timeline

Given today's economic climate and the budget pressure on local governments and strong public sentiment expressed for minimal reliance on tax revenues and high dependence on alternative sources of funding for an economically-sustainable Incline operation, the Plan includes no general fund support from either the City of Colorado Springs or Manitou Springs. However, both cities are prepared to contribute staff time and other in-kind support of the Incline operation. Additionally, the U.S. Forest Service agreed to provide waivers of cost recovery for permitting and Special Use Permit activities and the Cog Railway agreed to provide an Incline Corridor Access Agreement as well as some parking space trades.

Considering the contributions, two revenue scenarios were studied: one mandating user access fees at the time of the legal opening; and the other operating the Incline through voluntary user donations. Due to the high cost of implementation of a user fee system, issues of increased liability and other logistical concerns, the Plan recommends a voluntary user donations approach. A mandatory fee concept could be considered again in the future should the voluntary support for the Incline not prove adequate.

Costs of implementation, designating a five-year approach to renovations, provide for minimal renovation in year one to address issues of safety and security. The bulk of renovations would occur in year four after adequate funds are generated to complete the work. This approach allows continuing use of the Incline with closures only when necessary for construction purposes.

To begin implementation of the Plan, it will be necessary to generate approximately \$120,000 in revenue in year one and \$762,000 by year four. Projected revenue sources include planning grants, Colorado Springs Trails and Open Space Tax funds, potential revenue-sharing with the City of Manitou Springs on proceeds from Barr Trail parking lot fees, donations from Incline users and other sources and sponsorships.





Introduction and Criteria for Success

The Manitou Incline ...

It is commonly referred to as "doing" the Incline.

Apolo Ohno made it national news when he extolled its training benefits in a *New York Times* interview.

It is "done" - walked up - somewhere between 350,000 and 500,000 times per year. The individuals "doing" these trips are made up of people as diverse as one-time curious tourists to intense athletes who "do" 3-5 repeats in one workout.

All this occurs as unauthorized trespass on public property and private property.

Concerned citizens and community leaders have tried several times over the past 10 years to broker legal access for Incline users. Much was learned from those experiences. These lessons have set this Site Development and Management Plan on a strong foundation.

Background

The Manitou Incline is a cable-car route turned trail located at the former site of the Mt. Manitou Scenic Railway in Manitou Springs, Colorado. The trail is a one-mile ascent with an elevation gain of 2,000 feet. The average grade is 41%, reaching 68% at the steepest point. The Incline is most frequently accessed from the Barr Trail trailhead parking lot near the intersection of Hydro Street and Ruxton Avenue.

Despite being substantially privately owned with public access prohibited, the Incline is one of the most popular hikes in the region attracting an estimated minimum 350,000 user trips annually. This popularity continues to grow. Nearly 20 years of unmanaged trespass and use of the Incline have resulted in significant erosion on the mountainside, dangerous trail conditions, user/neighborhood conflicts, and traffic congestion and uncontrolled parking. In 2010, the City of Colorado Springs initiated pursuing legal access to the Incline corridor, and both Colorado Springs and Manitou Springs entered into an Intergovernmental Agreement to plan for formally opening the Incline for public recreation.

The City of Colorado Springs Parks, Recreation and Cultural Services Department hired the Tapis Associates Team to prepare this Site Development and Management Plan for the Manitou Incline. This Plan is intended to guide cooperative efforts to open the Incline to public recreation by making consensus-directed recommendations to mitigate user impacts, assure user safety, protect adjacent natural resources, ease traffic and parking congestion and address landowner concerns.

The plan is funded by a grant from Great Outdoors Colorado with matching funds provided by The Margaret and Al Hill Family Foundation, without any funding from the cities of Colorado Springs or Manitou Springs.

 **Introduction, and Criteria for Success (contd.)****Reason for the Study**

The Manitou Incline Site Development and Management Plan addresses two main concerns.

1. The current situation is unsustainable. The existing vehicular and pedestrian infrastructure on Ruxton Avenue is not sufficient to accommodate all current users. Incline use contributes to traffic and parking problems the full length of Ruxton Avenue and into downtown Manitou Springs. In addition, despite being privately owned and posted NO TRESPASSING, an estimated 350,000 - 500,000 trips are made up the Manitou Incline annually. These thousands of people are illegally using the Incline property every day, creating serious safety and liability issues for the three landowners, including the Cog Railway, the US Forest Service, and Colorado Springs Utilities.
2. Nearly 20 years of unmanaged trespass and use have resulted in: significant erosion on the mountain side; dangerous trail conditions; user/neighborhood conflicts; traffic congestion; and uncontrolled parking.

The three landowners and the cities of Colorado Springs and Manitou Springs agreed that something had to be done to mitigate the growing concerns, while capitalizing on the considerable benefits of the Incline.

Introduction and Criteria for Success (contd.)

Planning Group - Roles of the Task Force, Staff and Consultant Team

The planning group consisted of a stakeholder Task Force, Colorado Springs and Manitou Springs City Staff, and the Tapis Associates Team as retained consultants. The Manitou Incline Task Force was established to steer this development and management plan. The Task Force was charged with recommending preferred alternatives for site improvements, natural resource management, parking management, recreational uses, maintenance, and marketing at the Incline. The recommendations formed the basis of this plan presented to the Colorado Springs and Manitou Springs City Councils for final adoption. Each subgroup's specific responsibilities during the planning process are outlined below.

Task Force Members

- Identify issues and stakeholders
- Review scope of services for planning
- Review public input
- Conduct independent research
- Evaluate alternatives
- Recommend preferred alternatives
- Represent, report progress and solicit input from groups

Staff

- Prepare materials
- Hire and manage consultants
- Schedule and facilitate Task Force meetings
- Communicate with elected officials and City advisory boards as required

Consultants

- Complete required studies and analyses
- Design and manage the public process and facilitate the public meetings
- Propose alternatives; recommend preferred alternatives
- Prepare a draft planning document including maps, graphics, supporting documents and data for review by Task Force and appropriate advisory groups
- Prepare a final planning document

Expectations

- Staff will provide Task Force members with meeting materials prior to the meetings.
- Task Force members will strive to review meeting materials prior to the meeting and to come to each meeting prepared to discuss issues. The planning process is on a tight timeline, and Task Force members will respect deadlines for independent research and review.
- All voices are equal in this process. Individual Task Force members and the collective group will be fair and respectful of the public, staff, and each other. Members will avoid personal attacks or accusations and talking while others are speaking.
- Task Force members will respect the limitations of their individual and collective authority. The role of the committee is to advise City Councils and staff.
- Each member will participate in the group's discussions and work assignments, without dominating the discussion or activity of the Task Force.
- Staff will ensure that all members have a fair, balanced, and respectful opportunity to share their knowledge and perspectives.
- The Task Force will attempt to reach consensus on issues. If consensus is not possible, strong differing opinions will be recorded and acknowledged in the final report to the City Councils.

Introduction and Criteria for Success (contd.)

Criteria for Success

At its first meeting, in February 2010, the Task Force established characteristics of a successful Incline planning process. These Criteria of Success guided the content focus and decision-making throughout the planning process.

incline
THE PROJECT

Manitou Incline Planning

Criteria For Success

Open the Incline to the public

Planning Process

- Planning Team works cohesively with the landowners, residents, downtown business and Incline users
- Plan is based on extensive public outreach
- Property owners support the community-based Plan
- Plan preserves and enhances the "Incline Experience"
- Plan achieves gains for each stakeholder

Management

- Managed by a local entity
- Built and owned by the community
- Revenue used to fund tourist revenue

Design

- Engage in a wide planning process
- Create a safe walking & Traffic Management Plan
- Minimize impact on Avenue and Hill

Trail and trailheads

- Legal
- Safe
- Sustainable
- Ecologically sound
- Enjoyable
- Managed impact on Barr Trail and trail users



Planning and Public Process

Background

Process goals

The planning process design for the Manitou Incline was based on the principle that the best plan would result from integrating technical solutions with the lived experience of those using and living near the Incline itself. With that principle in mind, five goals for the planning process were established:

1. To include everyone interested in having a say about the future of the Incline;
2. To conduct a process that would be open, transparent, inviting, and comfortable for all;
3. To surface and resolve issues and conflict;
4. To go beyond soliciting public opinion; to aim instead for the development of public judgment through information and deliberation so that process results would be responsive, responsible, and politically supportable; and
5. To strengthen collaboration and sense of shared purpose so that sustained commitment to the project would result.

The Site Development and Management Plan planning process began with the broad definition of issues and ultimately narrowed to a recommended Plan for addressing those issues. The strength of this Plan comes from the successful balancing of technical issues, landowner requirements, stakeholder interests, and public/user preferences. When combined, they create a realistic roadmap to legitimate and near-and long-term use of the Incline.

Process design

The decision process steps alternated between:

- Public, external activities intended to gather the values, beliefs, and judgments of those who care about Incline solutions, and
- The technical analysis and application used by the Task Force and consultant/staff team.

The process steps are sequential, with each public step informing the following internal step, and each internal analytical step used as the basis for public judgment in the next public, external response. This integrated approach to process design ensures that, in so far as possible, solutions considered are aligned with the values expressed, are feasible, responsible, and supportable.

Roles

A Task Force was appointed to guide and oversee the process and to work with the staff/consultant team to clarify direction when there was no clear consensus. Comprised of 15 individuals representing the Incline's landowners, user constituency groups, and representatives of the Manitou community and its neighborhoods, the Task Force began its work by defining the roles and expected responsibilities to be accomplished by the project staff, consultants, and the Task Force itself. In general, the members of the Task Force were charged with process oversight, communication with their constituencies, and evaluation of information both before and following public process steps.



Planning and Public Process (contd.)

The staff and consultant team were responsible for specific preparation for and follow-up after each process step, including the acquisition and analysis of all technical data. The summary of defining roles can be found in *Section I. Introduction and Criteria for Success* of this report.

Process Flexibility

The original process outline called for the development of alternative plan concepts prior to refinement into a recommended plan. This traditional process approach is customarily used to eliminate broad concepts found to be unacceptable either technically or by project constituencies. In this Incline planning process, however, the consistency of response from both the Task Force and from participants in public work sessions led the consultant team to propose, and the Task Force to endorse, a single preferred plan concept that outlined the *Stages for Implementation* leading to the opening of the Incline as a public amenity and to its eventual restoration. The overall direction indicated by responses throughout the process was clear enough to eliminate the need for alternative concept plans.



Planning and Public Process (contd.)

Description of Process Steps

Task Force Formation

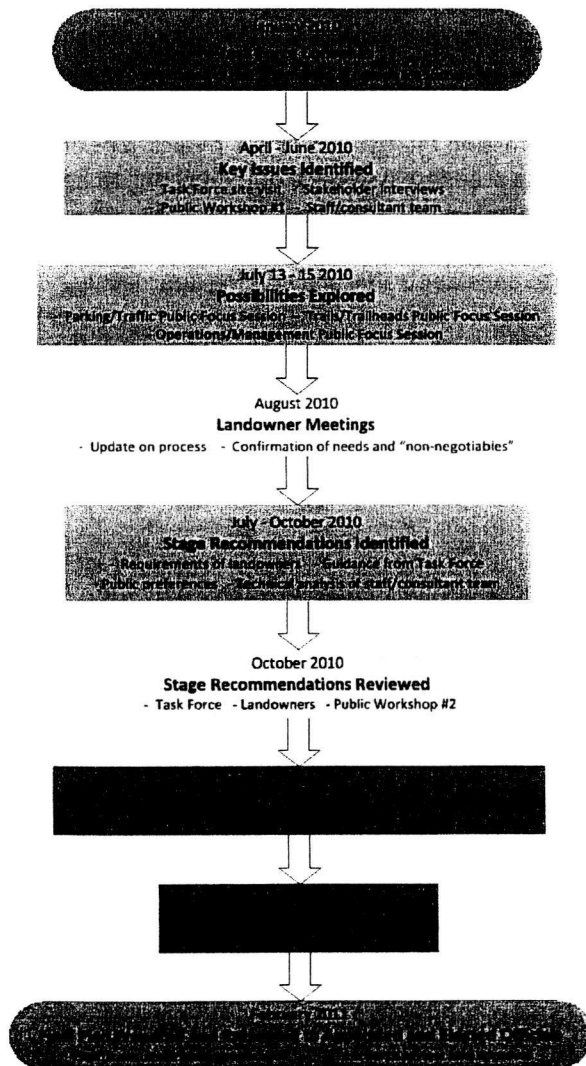
The Task Force began its work in January 2010 with confirmation of its role in the planning process and the identification of Criteria for Success for the Plan that would ultimately be developed through the process. The full list of criteria can be found in *Section I. Introduction and Criteria for Success* of this report. Task Force members met monthly throughout the process to oversee the work of the staff/consultant team and to review and approve key Plan elements. Almost all members participated in multiple public meetings as well so that they could hear public comments, concerns, and ideas first-hand.

Identification of Key Issues

The planning process was initiated with the identification of key issues related to the Incline which should be considered and addressed as the Incline Plan was developed. Task Force members led off that effort with an Incline site visit to identify issues. The consultant team also conducted 15 one-on-one interviews with key stakeholders to learn about their perspectives on the Incline and its use. The issues identified through the site visit and the stakeholder interviews were compiled and organized into categories and shared with approximately 100 participants in a public workshop on June 24.

At this workshop, participants were presented information about problems at the Incline, the parameters for the planning process and details about steps in the process and what the process was intended to accomplish. Participants were also provided a detailed listing of all of the issues collected to-date. Much of the workshop was spent with participants identifying issues related to the Incline they believed to be missing from the initial list. Participants were also asked to state what they wanted to see the Incline Plan accomplish. Because the results from the Task Force site visit and stakeholder interviews had clearly identified parking and traffic, trails and trailheads, and operations and management as key issues critical to the success of the Plan, workshop participants were additionally asked to specifically address what they would most like to see related to those three areas.

Manitou Incline Site Development and Management Plan
Planning Process





Planning and Public Process (contd.)

The staff/consultant team were also key contributors to the issues identification process because of their technical expertise and experience. *(A complete listing of issues identified may be found in Appendix A.)*

Exploration of Possibilities

The next step in the process was designed to generate “what ifs” so that the generation of possible solutions could begin. Based on the results of the Task Force issue identification and site visit, the stakeholder interviews and the first public workshop, the staff/consultant team decided to focus on three key issue areas that would be analyzed separately and ultimately integrated to drive the Plan development: 1) traffic and parking; 2) trails and trailheads; and 3) management and operations.

Key Issues Identified

- Traffic and parking
- Trails and trailheads
- Incline deteriorating condition
- Operations, management, and marketing
- Planning process

In order to explore each of these areas fully, three public focus area sessions were held on three consecutive evenings in mid-July 2010: the session on July 13 dealt with traffic and parking; July 14’s session focused on trails and trailheads; and operations and management topics ended the series on July 15. At each session, the consultant team presented an overview of critical issues *(See Appendix B)* related to the focus area topic as well as possible approaches to addressing the issues and the implications of those approaches. Working in small groups, participants were asked to assess the possible approaches according to those they liked best, those they liked least, and to suggest additional approaches.

At the traffic and parking session, participants were asked to consider traffic and parking approaches contained in separate zones located along Ruxton Avenue. At the trails and trailheads session they were also asked to respond to multiple approaches and to designate on maps how the trailhead system, the Incline corridor system, the options down/trail connectivity system and the signage system could best work together. At the operations and management session possible approaches reviewed by participants were organized into the following areas: funding, rules of use, marketing, maintenance and management.

Landowner Meetings

Before the staff/consultant team developed draft recommendations for the Site Development and Management Plan, it was important to meet individually with the three landowners—the US Forest Service, the Cog Railway, and Colorado Springs Utilities—to provide an update on the planning process to-date and to review and confirm landowner needs and non-negotiables related to potential public use of their properties.

In addition, meetings were held with staff of the City of Colorado Springs and the City of Manitou Springs as proposed co-operators of the Incline to discuss operational parameters, staffing needs and legal issues related to liability and governmental immunity.

Finally, in response to public mention of the possible use of property in the vicinity of the Incline owned by David Jenkins, the staff/consultant team met with Mr. Jenkins to determine and confirm if he was open to future consideration of the purchase of his property.



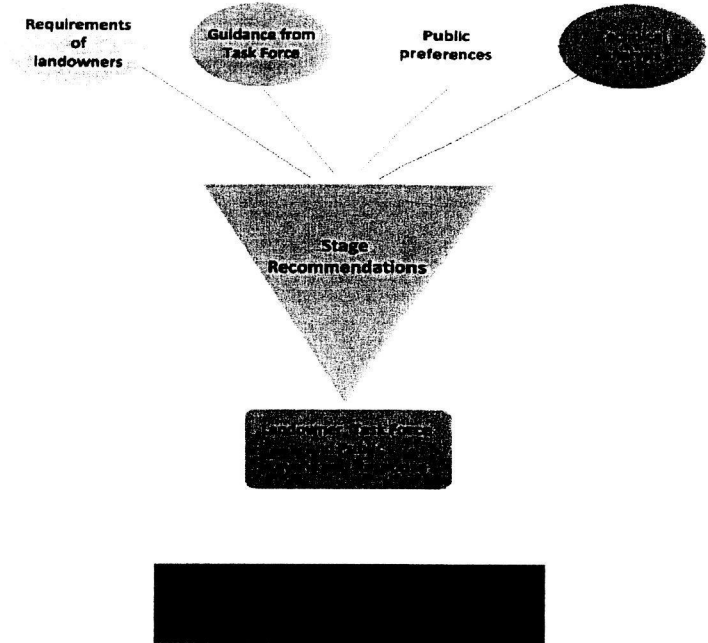
Planning and Public Process (contd.)

Identification of Stage Recommendations

The stage recommendations developed contained specific actions in Stages A, B, and C which addressed and integrated traffic and parking, trails and trailheads, and Incline management and operational issues in each stage. Stages represent a progression not an annual timeline.

Review of Stage Recommendations

The stage recommendations were reviewed with and approved by the Task Force and were subsequently reviewed with each of the landowners prior to being presented to the participants in the second public workshop in October. At the workshop, the consultant team reviewed the rationale for a staged approach and explained what each of the stages would accomplish.



Following the presentation of information, workshop participants worked in small groups to identify what they liked about Stages A, B, and C; to list major concerns about any of the elements in each of the stages; and to identify anything they believed was inappropriately placed in each of the stages. *(Those responses can be found in Appendix C.)*

Development and Review of Draft Plan

Guided by Task Force, public, and landowner response to the various elements in the stage recommendations, the staff/consultant team developed a Draft Manitou Incline Site Development and Management Plan. The Plan included the proposed elements in each stage as well as estimated costs to implement each stage. It also listed in-kind contributions anticipated from the City of Colorado Springs and City of Manitou Springs as co-operators, as well as from landowners, and other area entities. The Draft Plan was presented to, modified, and approved by the Task Force.

A public open house on January 20, 2011 provided for a final review of the Draft Plan so that any "fatal flaws" could be identified prior to development of the Final Plan.

Preparation and Presentation of Final Plan

Following another review with the Task Force, the staff/consultant team prepared the final Manitou Incline Site Development and Management Plan for review by City of Colorado Springs and City of Manitou Springs appointed and elected bodies.



Planning and Public Process (contd.)

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Existing Conditions

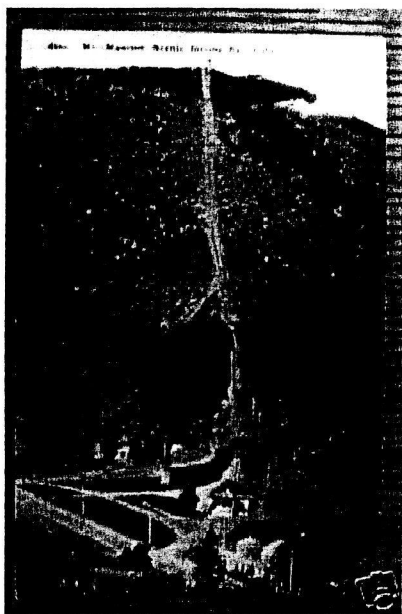
Manitou Incline History

Completed in 1907, the Manitou Incline was a 1-mile cable tram built to support the construction of a hydroelectric plant and its waterline. After performing this service the railway was then purchased by Dr. Brumbach and turned into a tourist attraction. The Incline boasted a 16-minute ride to "scenic splendors", 10 miles of hiking trails in Mount Manitou Park, and claimed to be the "longest and highest incline on the globe."





Existing Conditions (contd.)



246 The Mt. Manitou Incline Railway, Colorado

Longest and Highest Incline Railway on the Globe 63366-2

Old Manitou Incline Postcards

This photo shows the original summit house. The simple structure was leftover from the original pipeline construction.

The original station at the top of the Incline burned down in 1914 but was quickly rebuilt.



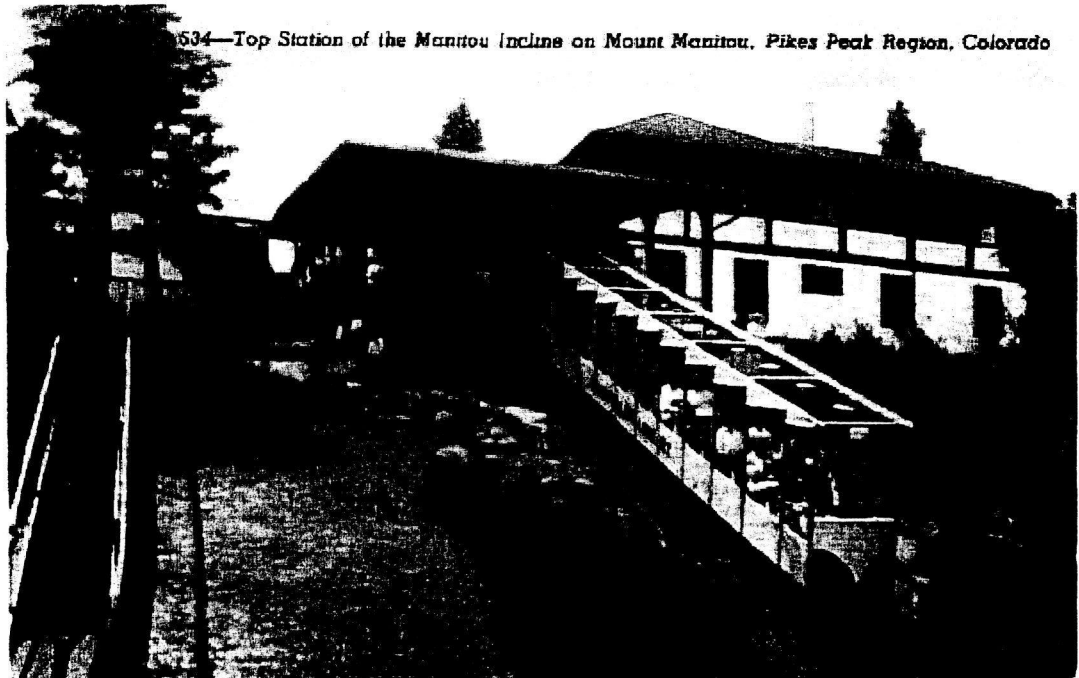

Existing Conditions (contd.)


One of the original cars. (left)

The original cars that carried the passengers to the summit were little more than the original box cars used for hauling construction materials, but with wooden benches added.

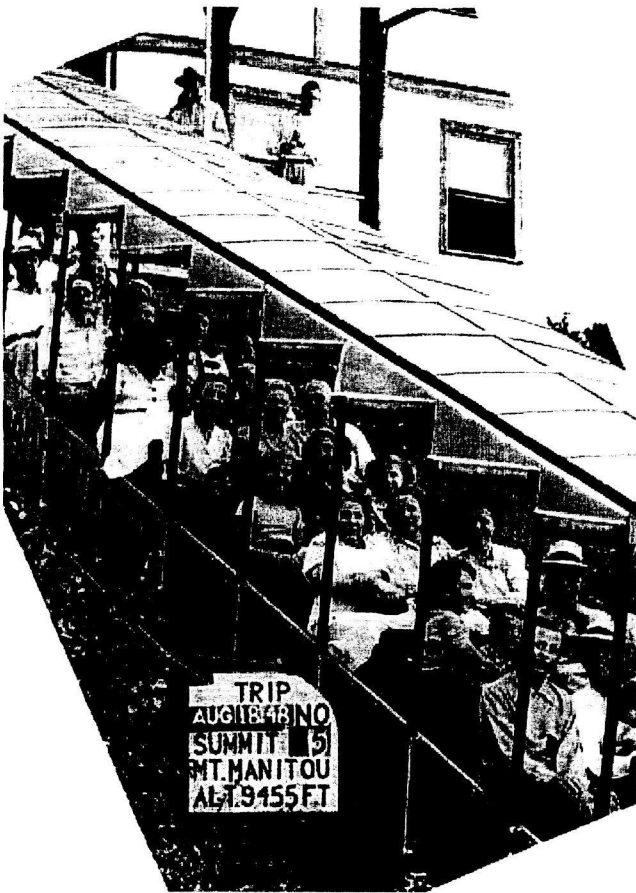
Between 1909 and 1935, the Incline transported materials, supplies and personnel to the Fremont Experimental Forest which is located one-mile west of the top of the Incline. This included most of the materials used for building the station between 1909 and 1917.

As seen in this postcard (*below*) the 1914 replacement summit house was much more elaborate. This building was able to accommodate a store and also provide a more protected building in which riders could seek shelter in the event of a storm. Spencer Penrose bought the Incline in 1923 and made it part of his tourist attraction empire, which is now owned by the Oklahoma Publishing Co. During this time the cars were upgraded to allow for a retractable roof and more safety. The summit station was again rebuilt in 1958 and lasted until it was dismantled upon closure of the Incline in 1990.



634—Top Station of the Manitou Incline on Mount Manitou, Pikes Peak Region, Colorado

Existing Conditions (contd.)



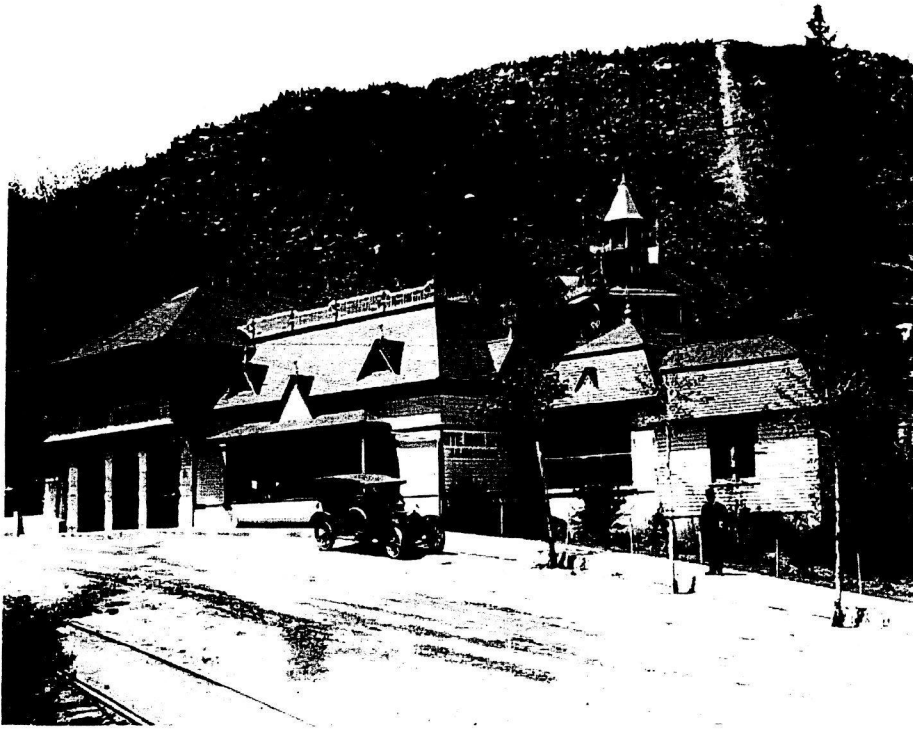
1948 Summit photo (normally taken with the camera rotated to over emphasize the slope of the Incline).



A postcard of the lower station of the Incline

The Manitou Incline became a prominent feature above Manitou Springs. It was a popular tourist attraction and remained busy for many years. However it was plagued with rockslides that made the maintenance costs very high.




Existing Conditions (contd.)


At the base of the Incline several businesses flourished in their day. Joseph Hiestand owned a curio store named the Ute Iron Springs. The Manitou Casino was at the base for several years. There also was a Manitou Electric Railway known as the Dinky Trolley that ran from the Stratton Loop Station on Manitou Avenue up to the Casino and Cog Station over what is now the Intemann Trail.

1969 Summit Photo and the final version of car used on the Incline.



History and photos compiled by Joshua Friesema <http://www.manitouincline.net/history.htm>



Existing Conditions (contd.)

Site Observations

Site Analysis - Environmental Resources

Environmental Setting

The Manitou Incline study area is located on the lower, east facing slope of Pikes Peak. Soils are dominated by decomposed Pikes Peak granite, which has rapid runoff and high erodibility. Vegetation in the study area is typical of the Pikes Peak region: mountain shrubland at lower elevations transitioning into coniferous forest in the upper reaches of the Incline and on north-facing slopes. Mountain shrubland communities are characterized by dense stands of gambel oak interspersed with ponderosa pine, and an understory of yucca and both native and introduced grasses. Coniferous forest communities are dominated by ponderosa pine interspersed with gambel oak, mountain mahogany, smaller shrubs, and native and introduced grasses.

The study area provides habitat for a variety of wildlife that is typical of the region. Common mammals include golden-mantled ground squirrel, mountain cottontail, mule deer, black bear, and mountain lion. Common birds include western scrub jay, mountain chickadee, Steller's jay, magpie, and turkey vulture. The upper-elevation forests of the area may contain habitat for the Mexican spotted owl, which is listed as Threatened under the Endangered Species Act.

Environmental Issues Analysis

The existing Incline corridor and base area have been highly disturbed by past infrastructure development, and continue to be heavily used by recreationists. This has resulted in a variety of habitat and environmental impacts within the corridor. The key environmental issues are summarized as follows:

- Erosion - The greatest issue has historically been, and continues to be, erosion and sedimentation. Despite ongoing efforts to stabilize the drainageways and sideslopes within the Incline corridor, the combination of steep slopes, a vertical disturbance corridor, and highly erodible soils has resulted in years of significant erosion and sedimentation in the drainages below the Incline.
- Restoration and revegetation – Successful restoration and revegetation of disturbed areas is notoriously difficult in this area due to the dominance of gravelly, erodible soils and steep slopes. Any disturbed areas may provide a foothold for noxious weeds, which underscores the importance of minimizing new soil disturbances and planning for revegetation.
- Social trails – Social trails are unplanned, user-created routes that often result in the loss or trampling of vegetation, erosion, and habitat fragmentation. The existing web of social trails between the Barr Trailhead, Cog parking lot, and the Incline corridor has resulted in extensive, localized impacts. While the newly-defined access trail helps mitigate those impacts, the impacts of the social trails persist. Along the central portions of the Incline, numerous social trails split off of the Incline corridor. These short routes, apparently made by users seeking shade or rest stops, restroom locations, an ad hoc switchback, or routes away from the Incline, have less of an impact. At the top of the Incline, several social trails extend in multiple directions toward rest areas, view points, and connecting trails. As this area was historically disturbed, these social trails are less of a habitat issue, but do impair the recovery of some areas.

**Existing Conditions (contd.)**

- Overall habitat fragmentation – Fragmentation of wildlife habitat occurs as human disturbances dissect blocks of wildlife habitat into smaller pieces, diminishing its value to many wildlife species. While the lower portions of the Incline corridor are highly fragmented by social trails and other disturbances, most of the fragmentation is limited to the immediate Incline corridor. From a greater, landscape-scale perspective, most of the impacts have already occurred (defined by the Incline, Barr Trail, and Cog Railroad corridors) and are typical for an urban interface area that experiences heavy recreational use.
- Permitting issues - As discussed previously, most of the study area has been mapped as Critical Habitat for the Mexican spotted owl by the U.S. Fish and Wildlife Service (USFWS). The owl is federally listed as Threatened, and any adverse impacts to the species or its habitat may require consultation with the USFWS. Any new disturbances or activities on US Forest Service land may require surveys and an extensive approval process.

Existing Conditions (contd.)

Site Analysis - Incline Tie Inventory

In order to coordinate all the analysis, inventory and recommendation information, the existing Incline ties were counted and numbered with engraved nickel-plated fender washers nailed to ends when possible and the top when necessary. Every 25th tie was marked starting with 1 at the bottom, and 2,741 at the top; the Barr Trail cutoff is located at tie 1,800. Following the tie numbering, a Rocky Mountain Field Institute GPS class inventoried and recorded data at every marked tie. The following information and photographs were recorded via GPS on June 18, 2010 and delivered to Colorado Springs Parks, Recreation and Cultural Services staff.

1. **Every 25th Tie** (include broken or decayed ties, but not missing ties, GPS center of tie, label with Sharpie on right top and front of tie)
 - A. Shoulder condition
 - i. North side
 - a. Flat
 - b. Up slope
 - c. Down slope
 - d. Eroded Gully
 - Width
 - Depth
 - e. Distance to Edge of stabilizing vegetation
 - ii. South side
 - a. Flat
 - b. Up slope
 - c. Down slope
 - d. Eroded Gully
 - Width
 - Depth
 - e. Distance to Edge of stabilizing vegetation
 - B. Photo of Shoulder (include person for scale)
 - i. North
 - ii. South
 - C. Condition of Tie
 - i. In comment note if stable, broken, decayed, half tie, stacked, etc.
2. **Retaining Walls**
 - A. GPS point (center)
 - B. Length (tape measure)
 - C. Material
 - i. Tie,
 - ii. Timber
 - iii. Chain link
 - iv. Boards
 - D. Height (in decimal feet)
 - E. Condition
 - i. Vertical
 - ii. Bowed
 - iii. Falling
 - F. Comments
3. **Culverts**
 - A. GPS Point (center)
 - B. Length (tape measure)
 - C. Direction of Outfall
 - i. North
 - ii. South
 - D. Material
 - i. Old Iron
 - ii. Corrugated metal
 - iii. Plastic
 - E. Condition
 - i. Clogged
 - ii. Open
 - F. Cut outs on top
 - G. Photo
 - i. North
 - ii. South
 - H. Comments
4. **Water Pipe**
 - A. GPS downhill exposure
 - B. Length (tape measure)
 - C. Level of exposure
 - i. Top
 - ii. Half of pipe exposed
 - iii. Nearly all of pipe exposed
5. **Double Width Ties**
 - A. GPS First
 - B. GPS Last
6. **Incline Artifacts**
 - A. Unusual Hardware (not spikes or rebar)
 - B. Cable holders (wooden V's)
 - C. Signs
 - D. Foundations
 - E. Others

Existing Conditions (contd.)

Site Analysis - Structural Analysis

The overall condition of the Incline tread falls short of typical standards and expectations regarding safety for a developed backcountry trail open to the public. Numerous hazards exist and include:

- Loose and unstable ties;
- Loose and unstable rocks and decomposed granite adjacent to the ties;
- Metal pins, posts, and stakes used haphazardly to stabilize the Incline and prevent erosion; and
- Open jagged holes in tops of steel culverts located within the tread width.

Although the severity of these hazards is significant, these hazards are primarily concentrated in limited sections of the Incline. Much of the total length of the Incline is in reasonable shape. The deterioration of the tread condition is caused by erosion of the base material that supports the ties. A direct relationship between the tread condition and the prevailing grade of the Incline was observed. The steepest sections of the Incline are in the worst condition and the flatter sections are in generally good condition.

Tie Condition Rating

Seven (7) condition categories have been established to quantify the overall condition of the Incline and formulate recommendations for improvements. These categories are described below. The overall percentage of the Incline which falls into each category is also provided. These percentages are based upon visual observations made during site visits in August of 2010. Locations were recorded based upon tie number, starting at #1 at the bottom of the Incline and ending at #2741 at the top of the Incline. *(A discussion of possible maintenance and reconstruction activities are included in Appendix F.)*

Condition 1 – No Problems: 17%



Ties are firm and stable. Tops of ties are parallel to grade. Less than half of the tie depth is exposed. No safety hazards exist. No repair or maintenance is required.

Example of Condition 1

Existing Conditions (contd.)

Condition 2 – Edge Erosion: 29%



Ties are firm and stable. Tops of ties are parallel to grade. Center of ties may be more than half exposed. Edges of ties may be completely undermined. No significant safety hazards exist. No immediate modifications are required. Maintenance and erosion prevention would be prudent.

Example of Condition 2

Condition 3 – Some Pinned: 25%



Ties are mostly firm and stable with up to a quarter of the ties in these sections either missing or stabilized with external pins (rebar or T bar stake on downhill side of tie as shown in photo of Condition 4 below). Tops of ties are parallel to grade. Center of ties may be more than half exposed. Edges of ties may be completely undermined. The external pins provide hazards. Improved stabilization and erosion protection would be prudent.

Example of Condition 3

Condition 4 – Many Pinned: 8%



Some of the ties are firm and stable but more than a quarter of the ties in these sections are either missing or stabilized with external pins. Tops of some ties are no longer parallel to grade. Center of ties may be more than half exposed. Edges of ties may be completely undermined. The external pins provide hazards. Improved stabilization and erosion protection would be prudent.

Example of Condition 4



Existing Conditions (contd.)

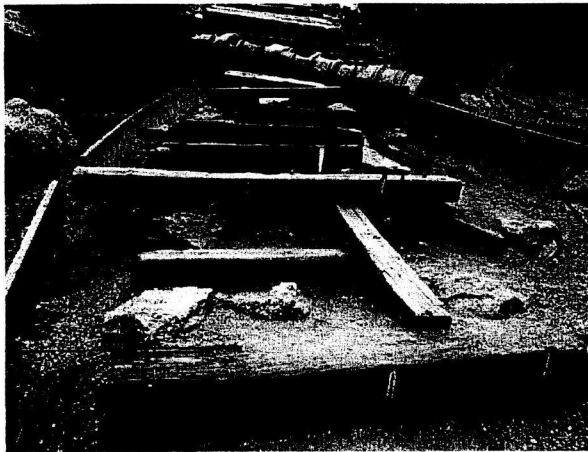
Condition 5 – Fully Undermined: 3%



Most or all of the ties are stabilized with external pins. Tops of some ties are no longer parallel to grade. Entire ties are completely undermined. The external pins provide hazards. Stabilization will require significant modifications including rebuilding of the base material or an independent structure. Improved stabilization and erosion protection should be high priority.

Example of Condition 5

Condition 6 – Major Problems: 8%



All of the ties are stabilized with external pins and are no longer parallel to grade. Entire ties are completely undermined. The external pins provide significant hazards. Stabilization will require significant modifications including rebuilding of the base material or an independent structure. Improved stabilization and erosion protection should be high priority.

Example of Condition 6

Condition 7 – Complete Failure: 11%



The base material has completely eroded and the Incline tread has been rebuilt to a narrower width. Stabilization will require significant modifications including rebuilding of the base material or an independent structure. Improved stabilization and erosion protection should be high priority.

Example of Condition 7



Existing Conditions (contd.)

To simplify consideration of the Incline, the following generalizations are made:

Conditions 1 and 2 (46%) are in generally good shape with few if any hazards. Improvements and preventative maintenance could be performed. These activities could be performed by volunteers and should not involve significant capital investments.

Conditions 3 and 4 (32%) require some modification to improve safety and long-term sustainability of the Incline. These activities would likely include improvements to the stability of the tread to reduce hazards and minor drainage/erosion protection improvements. These activities could also be performed by volunteers and would involve minor capital investment.

Conditions 5 through 7 (22%) require significant modifications to improve safety and long-term stability. This would require complete reconstruction of the tread, either by rebuilding the base and resetting the ties, or building a new independent structure. Major drainage and/or erosion protection improvements would be required to assure long-term sustainability of the tread. These activities could not be performed by volunteers and would require a general contractor and a significant capital investment.

REFER TO TEXT AND DIAGRAMS FOR CONDITION RATING SYSTEM AND MAPPED LOCATIONS
ON PAGES IV-27 THRU 28



Existing Conditions (contd.)

Parking and Traffic

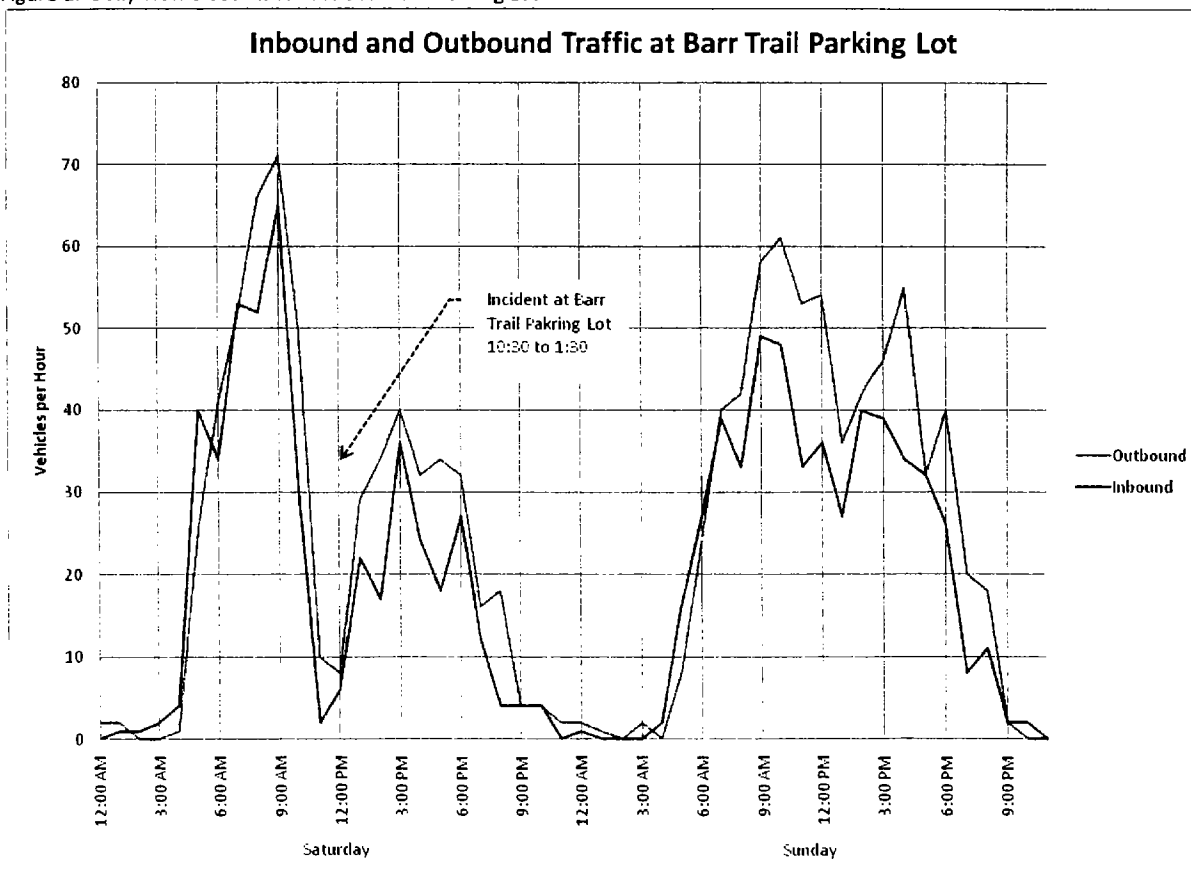
The Manitou Incline team conducted a parking and traffic survey for the current Barr Trail parking lot and the Ruxton corridor from Hydro Street to Manitou Avenue. In addition, the team met with several user groups and neighborhood groups within the corridor. These meetings were designed to gather input on issues faced by the participants regarding the Incline and potential management of the parking and traffic.

Traffic and Parking Existing Conditions

The traffic survey consisted of a traffic count on Hydro Street between Ruxton Avenue and the Barr Trail parking lot. The traffic count started on Friday evening, May 21, 2010 and continued throughout the weekend ending on Monday morning the May 24, 2010. The traffic counter distinguished between inbound and outbound traffic. The traffic counts indicate 516 and 570 vehicles per day entered AND then exited the parking lot on Saturday and Sunday, respectively. The traffic count on Saturday was interrupted by an emergency call at the trailhead and reduced the traffic count during a three-hour period from 10:30 a.m. to 1:30 p.m. when operations returned to normal.

The graph below in Figure 1 illustrates the traffic count data for the two-day count period.

Figure 1. Daily Traffic Counts for the Barr Trail Parking Lot





Existing Conditions (contd.)

The parking survey was conducted on Saturday, May 22, 2010 from 6:00 am to 6:00 pm to coincide with peak day of the week and the peak usage of the day. The date was chosen as a result of scheduling constraints for the project. Although the date of the survey falls just before the peak season between Memorial Day and Labor Day, it was considered to be a fairly representative sample for the summer period because of the clear and hot weather forecast for the day.

The corridor was divided into 8 separate zones to identify parking turnover. The eight zones are shown in *Ruxton Corridor Parking Zones (page IV-26)*. The parking survey identified a total of 211 spaces available in the corridor including the Barr Trail parking lot. The breakdown of where the spaces are located is described below.

- A. Barr Trail Parking Lot34 spaces
- B. Cog Railway Parking Areas.....56 spaces
- C. Iron Springs Chateau.....46 spaces
- D. Public Spaces between Cog entrance and the south end of Winter Street25 spaces
- E. Public Spaces between Fairview Avenue and Spring Street.....17 spaces
- F. Public Spaces between Spring Street and Church Street47 spaces
- G. Public Spaces between Church Street and Osage Avenue33 spaces
- H. Public Spaces between Osage Avenue and Manitou Avenue9 spaces


Existing Conditions (contd.)

The purpose of the survey was to record the location and duration of parked vehicles in the study corridor. The survey was conducted every 30 minutes throughout the corridor to identify empty spaces, new parked vehicles, and parked vehicles that had not moved. Using the data collected, the study team was able to determine where and how long vehicles were parked. The results of the survey are shown below in Table 1. Column 2 shows the total number of spaces in each zone and Column 3 shows the total number of parked cars in that zone during the course of the day. Column 4 is the average turnover rate and is equal to the total number of parked cars divided by the number of spaces. The average dwell time in Column 5 is the average amount of time a car remained parked before leaving the space. It is calculated based on the 12-hour study period divided by the average turnover rate. The average occupancy in Column 6 is the average percentage of spaces in the zone with parked cars during the course of the study period.

Table 1. Parking Survey Results

LOCATION	Number of Spaces	Total Number of Parked Cars	Average Turnover Rate	Average Dwell Time	Average Occupancy
1. Barr Trail Parking Lot	34	142	4.2	2:50	93%
2. Cog Train Employee Parking Areas	56 *	Not Counted			
3. Iron Springs Chateau	46	157	3.4	3:30	72%
4. Public Spaces between Cog entrance and the south end of Winter Street	25	98	4.7	2:30	92%
5. Public Spaces between Fairview Avenue and Spring Street	17	71	4.2	2:50	82%
6. Public Spaces between Spring Street and Church Street	47	166	3.5	3:20	87%
7. Public Spaces between Church Street and Osage Avenue	33	123	3.7	3:10	88%
8. Public Spaces between Osage Avenue and Manitou Avenue	9	54	6.0	2:00	90%
ENTIRE CORRIDOR	211	811	3.9	3:00	85%
<i>Source: Wilson & Company, 2010</i>					

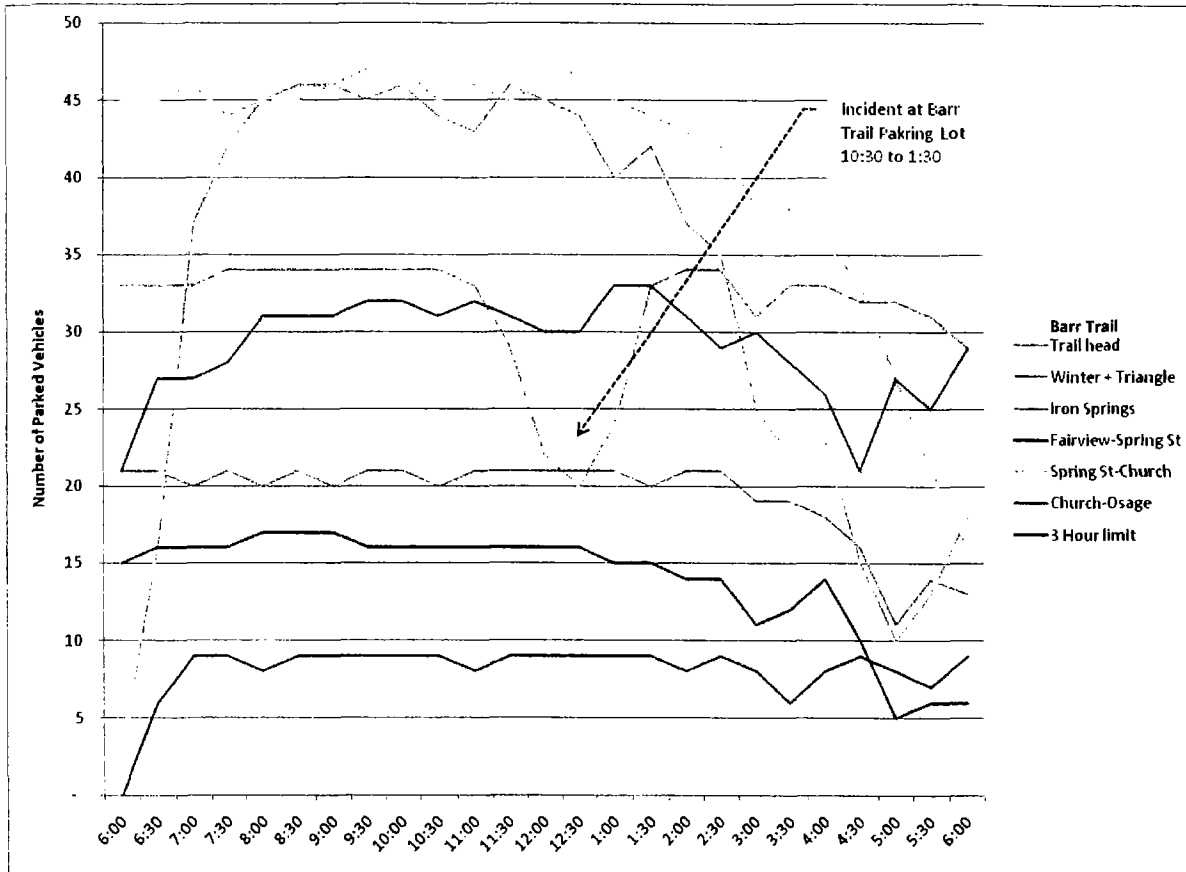
* not available for public parking

From the traffic count data above, it is noted that the number of cars that actually parked at the Barr Trail Parking lot (142) is much less than the number of vehicles that entered the lot (516) looking for a parking space. This means that 374 vehicles did not find a parking space upon entering the lot and subsequently exited the lot to look elsewhere. This circulation of traffic through the lot accounts for approximately 72% of the traffic on Hydro Street.

Existing Conditions (contd.)

Figure 2 shows the fluctuation of parked vehicles throughout the course of the study period. The graph shows how the zones closest to the Incline trailhead are essentially parked full by 6:00 a.m. when the parking study began. The traffic data in Figure 2 suggests that the parking activity begins as early as 5:00 a.m. The activity in the corridor near the trailhead begins to decline around 3:00 p.m. as air temperatures peaked (85 degrees) during the hottest part of the study period. The parking activity at the Iron Springs Chateau spaces did not pick up until 8:00 a.m. These spaces were available starting at 7:00 a.m. for \$5/day. The timing of the activity at Iron Springs Chateau also coincides with the eventual lack of other parking in the corridor – specifically as the spaces farthest from the corridor between Church Street and Osage Avenue were taken up.

Figure 2. Number of Parked Vehicles by Zone During the Study Period



Parking and Traffic Meetings

The project team facilitated a number of meetings with project stakeholders to identify issues related to the parking and traffic in the area. These meetings included:

- Upper Ruxton residents
- Lower Ruxton residents including Our Lady of Perpetual Help Catholic Church
- The Manitou Incline Task Force
- COG Railway Director and parking staff
- Manitou Springs parking consultant
- Manitou Springs Public Works staff
- Manitou Parking Board representatives

**Existing Conditions (contd.)**

The meetings yielded several key issues for consideration in the development of the parking and traffic management plan for the project. A summary of some of the key issues are discussed below.

1. The peak season for the Incline is Memorial Day to Labor Day. The peak days at the trailhead include Memorial Day, July 4th, and Labor Day weekends. However, the peaks are not necessarily big seasonal fluctuations, but generally busier May through September and from Thursday through Sunday. The peak use days are more weather-related.
2. The Cog lot is managed with on-site personnel to provide parking for Cog patrons only. The parking personnel stop each vehicle entering the lot to direct them to parking – trail users are turned away and sent to the Barr Trail Parking Lot. Despite best efforts to eliminate “space poaching” for the Cog lot, the Cog routinely finds that trail users will access the Cog lot through the exit (out of sight from the Cog personnel) and park illegally.
3. Winter Street has a substantial no-parking zone because of pavement width constraints, but is routinely parked illegally and requires daily enforcement. The illegal parking has in the past proved to be very problematic for tour buses and school buses trying to make their way to the Cog lot. Illegally parked cars will not block Winters Street for typical vehicles, but the width of buses and emergency response vehicles makes it impossible to pass.
4. The Cog operates an employee shuttle from the Manitou Springs High School lot during its peak season from June 15 to August 15. The Cog lease allows up to 65 spaces to be parked at the high school. In the off-season for the Cog there are available spaces that could be used by the trailhead users.
5. During the peak season, the Barr Trail Parking Lot is constantly “stalked” for parking spaces. Drivers will drive the lot unable to find a space, exit and return to try again.
6. The Manitou Springs Police Department does not provide police officers to enforce parking regulations, but provides one year-round full-time parking enforcer, with another seasonal full-time enforcer added from May to September. In addition, the Police Department will add one or two part-time enforcers during the peak season. All parking enforcement is under the supervision of the Police Department.
7. Some of the traffic congestion on Ruxton Avenue is the result of the Cog train departure and arrival schedule. The resulting pulse of traffic to and from the Cog parking lot can create congestion on Ruxton Avenue for up to 30 minutes prior to departures and after arrivals up to 8 times a day. Residents of the Ruxton corridor sometimes plan their day around the train schedule.
8. Pedestrian movements along Ruxton are generally unmanaged. The majority of the corridor consists of sidewalks on both sides of the roadway, but the sidewalks are typically undersized for the pedestrian volume. There are no sidewalks or dedicated pedestrian spaces west of Pilot Knob Avenue. Pedestrians will generally walk in the road with little regard for passing vehicles. Pedestrian movement across Ruxton between the parking lot and the train station is managed by the Cog to minimize conflicts.
9. Emergency access to the Barr Trail Parking Lot is problematic and exacerbated by the parking violations at the trailhead. There are signed no parking zones and parallel parking only restrictions in the parking lot. Parkers will routinely ignore the no-parking zones and park head-in at parallel parking-only zones.
10. Ruxton Avenue used to have angle parking on both sides on the upper end, but having the drivers park correctly was an ongoing problem – drivers would not pull far enough forward and would partially block the travelled way. Manitou Springs implemented the “park inside of the line” with little success and went to parallel parking instead.



Existing Conditions (contd.)

11. The military and local schools often uses the Incline unofficially for training exercises. Commanders from the military will not allow official, marked vehicles to be used for the unofficial training activities; personnel often use private vehicles to get to the trailhead. During these exercises, the parking lot can be overwhelmed quickly leading to an increase in illegal parking.
12. Iron Springs Chateau charges \$5/day for 46 spaces. There is a perception that the spaces do not fill up and that the rate may be too much (subsequent parking study proved otherwise for the peak season). Because the Iron Springs Chateau is the only pay-for-parking area in the corridor, there will need to be a comprehensive plan for Ruxton Avenue and the trailhead regarding parking fees.
13. There may be some concern about paid parking on Ruxton Avenue. The majority of the parking is in a residential area, although all of it is open to the public for parking. There are no reserved residential spaces. There is, however, a need to give residents due consideration for parking on Ruxton that may include dedicated spaces or parking meters with residential permitting tags. Parking management will need to consider the residents and keep them from being shut out of parking during peak congestion periods.
14. Parking congestion is not a big issue on the side streets such as Spring and Pilot Knob. Driver's perception of these streets may be that they are too narrow, or that there is no parking available, or drivers just don't know where the streets lead. People prefer to stay on the main street.
15. The trail users require varied parking situations – Barr Camp users need a long-term parking facility (multiple days) versus Barr Trail day hikers (4-6 hours) versus Incline users (1-3 hours).
16. The church regularly needs around 35-50 spaces for parishioners on Sunday morning. Services for the church begin at 10:15a.m. and attendees typically struggle to find parking. Space considerations are also a problem during the peak season for special events such as weddings, funerals and festival days. The lack of parking is especially hard on the elderly and physically-challenged individuals.

Manitou Springs Parking Management Study

The project team reviewed the *Parking Management Study & Strategic Plan* prepared by Carl Walker Inc., a traffic/parking consultant retained by the City of Manitou Springs. The report focuses on parking program organization, on-street parking management, surface lot management, residential overflow, parking enforcement practices, and parking system planning in the City of Manitou Springs. These initiatives would optimize parking spaces, plan for future parking needs, and create a sustainable parking infrastructure. The study incorporated interviewing people affected by the parking, a parking survey, and utilized Carl Walker's exclusive "20 Characteristics of Best-in-Class Parking Systems".

The Manitou Incline Site Development and Management Plan does not conflict with the Carl Walker, Inc study. The two plans reflect similar conclusions and direction in how to proceed in addressing the parking situation in Manitou Springs. These two plans could be implemented at the same time and may have some overlap in their implementation with respect to the surface lots within the city.

Existing Conditions (contd.)

Incline User Counts

The number of people using the Incline has been an imprecise estimate. The trip counts collected represent a small window that cannot be statistically extrapolated throughout the year. Accurate counts differentiating time of year, trips and numbers of users will require interviews and observers as well as trail counters. Although this study could not include interview-supported counts throughout the seasons, one period was recorded with a trail trip counter located at the "No Trespassing" sign.

How the counts were obtained

- Colorado Department of Transportation (CDOT) provided, installed and extracted the information from the counter.
- The counter records trips – not number of Incline users.
- Counter was recording from Friday September 10, 2010 at 9:00 a.m. thru Monday September 27, 2010 at 9:00 a.m. – so the data spans three full weekends and two sets of weekdays.
- Because it records visually, the counter distinguishes direction, so we can see number of trips up and number of trips down.
- The counter divides the data in 15-minute increments.

What the data DOESN'T tell us

For these two weeks in September 2010...

- There is not enough data to mathematically translate number of trips in two weeks in September to number of unique users for these two weeks in September.
- Data does not empirically inform the anecdotal information. Examples: people do multiple trips; tourist and first-time users have been observed getting to the 'No Trespassing' sign, taking a picture and turning around; and many of the public meeting attendees indicated they do the Incline once per week.
- Data is not conclusive on the lowest trip day.
- The number of dogs counted is not known.

What the data tells us

For these two weeks in September 2010...

- The highest number of trips occurred on Friday, Saturday and Sunday 10 a.m.-12 p.m. the next concentration of trips occurred from 1-2 p.m.
- Saturday and Sunday experienced the highest number of trips overall.
- The lowest trip days have the highest percentage of down trips at 30-40%
- The Incline user estimates projected based on the 12-hour Parking Inventory in May 2010 align with this trip count data.
- The data also validates the assessment that not all Incline users park in the Ruxton corridor.

How the counts will be utilized

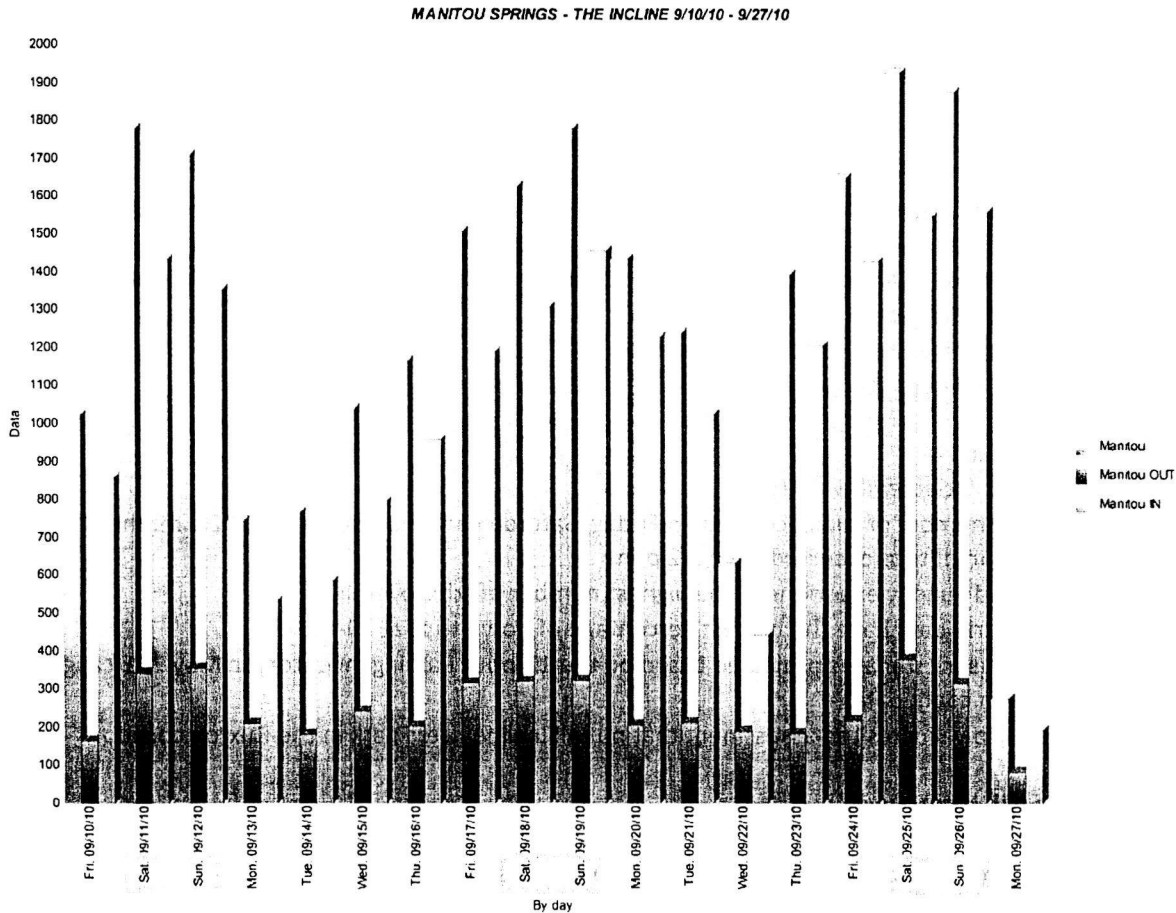
- Care must be taken in making reasonable assumptions – this means distinguishing between the limitations of this two-week data and the opportunities the data provides.
- The data provides baseline counts and some protocol parameters for future counts, i.e. counter location, benefits of interview/use patterns data in conjunction with numerical data.

Existing Conditions (contd.)

- Since the data does not show a consistent pattern of peak morning use between 6-7 a.m., further counts and use information is needed to determine if the higher conflicts with residents during this time period correlate to peak residential trips or some other condition.
- Daily peak use is around 11:00 a.m. with the other, only a bit lower, peak at 7-8 a.m. With the assumption that the second and third weeks in September are average (higher in summer and lower in deep winter) the data suggests 351,000-530,400 trips per year.
- The number of Incline users is estimated in order to estimate revenue potential and costs. Based on sampling, a conservative number of 250,000 trips per year was used. The estimate of users was further divided into categories of heavy, average and light users. The Task Force discussed and concurred with these assumptions.

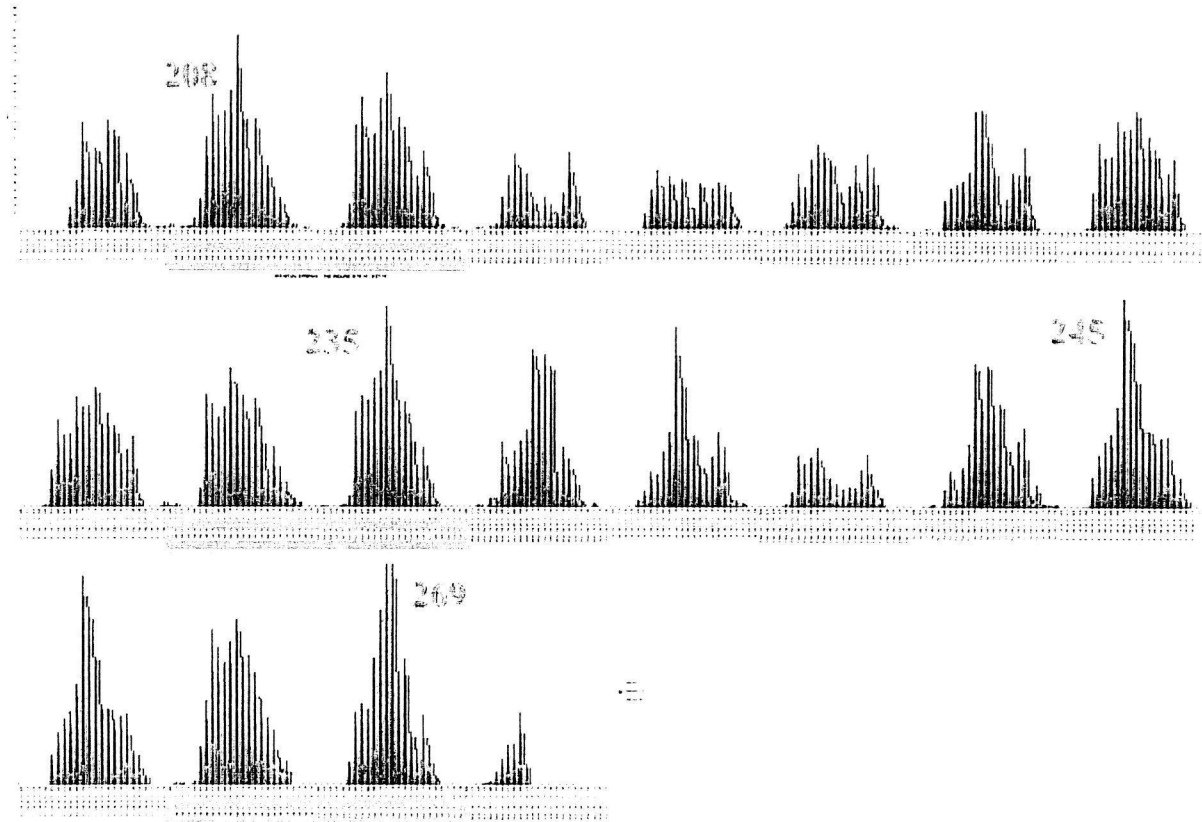
Trip Counts by DAY

The graph below illustrates the total number of trips each day in purple, trips up in orange and trips down in fuchsia. The data clearly illustrates that many users are finding an alternate route down from the top, presumably Barr Trail. Weekend days are boxed in green.




Existing Conditions (contd.)
Trip Counts by HOUR

The graph below illustrates the total number of trips each hour in purple, trips up in orange and trips down in fuchsia. The data is arranged so that Friday counts align vertically on the left and are repeated again on the right. Weekend days are boxed in green. The highest peak hours in these two weeks in September are indicated by the orange numbers.

**Recommendations for Future Accurate Counts**

Accurate counts differentiating trips and numbers of users will require interviews and observers as well as trail counters. Interviews could also provide valuable information to target economic development opportunities. *(A sample survey can be found in Appendix D.)*

Every five years the US Forest Service places counters and records trips on Barr Trail; coordinating these counts could lead to use pattern insights and alternative trail access evaluation. The next US Forest Service count is scheduled in 2016.

Existing Conditions (contd.)

Landowners' and Cities' Requirements

Before the staff/consultant team developed draft recommendations for the Site Development and Management Plan, meetings were held with the three landowners—the U.S. Forest Service, the Cog Railway, and Colorado Springs Utilities—to provide an update on the planning process to-date and to review and confirm landowner needs/non-negotiables related to potential public use of their properties. Meetings were also held with the staff of the City of Manitou Springs and the City of Colorado Springs as proposed co-operators of the Incline to discuss operational parameters, staffing needs and legal issues related to liability and governmental immunity. Below is a summary of the key points of discussion.

US Forest Service

- Requires a viable, stable applicant for the Special Use Permit to 1) ensure safe activity, 2) protect the resource and 3) US Forest Service named on insurance.
- Requires Operational Plan as part of Special Use Permit application.
- Requires all planning and physical improvements to be bound by the National Environmental Policy Act (NEPA) process.
- Requires detailed engineering and hydrology plans for Incline safety improvements.
- Allows phased implementation of safety improvements.

Manitou and Pike's Peak Railway Company

- Requires protection from liability for public recreational use.
- Requires maintaining current parking agreement for the dirt lot with Colorado Springs Utilities.
- Requires maintaining current parking space count for customers.
- Requires no additional trails on Cog Railway property.
- Open to discuss use of Cog surface lot for paid Incline user parking.
- Open to discuss solutions that do not result in loss of customer parking spaces.

Colorado Springs Utilities

- Requires maintenance access to infrastructure including hydroelectric plant, electric substation and high pressure water line.
- Requires that Colorado Spring Utilities must not compromise value to Utility customers.
- Requires agreement with managing entity to allow recreational use of the Incline.
- Requires detailed engineering and point loading calculations on the pipeline for Incline safety improvements.
- Prefers Executive Agreement with Colorado Springs Parks, Recreation and Cultural Services for recreational use.
- Would like to see more coverage over the high pressure water line to provide protection and stability.

City of Colorado Springs

- Requires no expenditure of General Funds.
- Requires an Intergovernmental Agreement (IGA) with City of Manitou Springs.

City of Manitou Springs

- Requires no expenditure of General Funds.
- Requires IGA with City of Colorado Springs.
- Requires Parking and Traffic Management Plan.

In order to implement legal recreational access to the Incline, agreements must be in place with each of the landowners and between the two cities. During the planning process, some issues to be addressed in the agreements have surfaced; a list of issues, not intended to be all-inclusive, can be found in Appendix E. The recommended timing and responsibility for these agreements is outlined in *Section IV. Stages Implementation*.



Stages Implementation

Initially, the complex issues surrounding the Incline were considered individually with informative and analytical precision. The three Public Focus Area Sessions (Traffic and Parking, Trails and Trailheads, and Operations and Management) in July 2010 and the landowner meetings in August 2010 were very informative, attendees were focused and committed and all provided very clear direction. The staged implementation strategy integrates all the pieces; weaving them together so that each supports and works with the other. A good example is the Incline trailhead location. Based on technical, environmental and public input there is great support for the Incline Trailhead being at the base of the Incline. In order for this location to work, parking controls and parking redistribution at Barr Trailhead and upper Ruxton, negotiations with the private landowner, as well as pedestrian safety considerations along Ruxton Avenue must all be compatible with the Trailhead location and are integral to supporting the Trailhead location at the base of the Incline.

The integrated implementation strategy described in the following pages is organized in three Stages. The Stages build upon each other and continue to suggest options for consideration as time, experience with the legally open Incline, and experience with how user behaviors change the impacts and influences of the Incline. It is a flexible document structured to provide guidance for a dynamic facility.

- Stage A is limited to the management requirements for legally opening the Incline and critical structural improvements.
- Stage B builds upon Stage A and includes additional features and safety/environmental improvements as well as several operational options for consideration.
- Stage C builds upon Stage B in the same manner.

The 'Stages' approach that follows corresponds closely with minimizing costs to legally open the Incline. Graphics and illustrations that inform all the Stages are attached at the back of this section.

Cost estimates and timeline estimates are found in the following section of this report. Currently there are no City of Colorado Springs, City of Manitou Springs, or private capital or operating funds allocated for the Incline.

STAGE A

STAGE A.1 ESTABLISH A SINGLE ENTITY TO ASSUME MANAGEMENT RESPONSIBILITY

WHAT: Establish a single entity to take on management responsibility.

WHY: Multiple ownership provides for confusing and disjointed accountability. A single entity is necessary for a viable submittal for the Special Use Permit required by the US Forest Service for use of the Forest Service property. A single responsible entity will be very helpful in applying for funding. Only the Cities of Colorado Springs and Manitou Springs have expressed interest in a partnership of this nature based on their capabilities. No other management options have surfaced at this time. Management of the Incline must ensure that Utilities infrastructure is protected in a way that meets Colorado Springs Utilities requirements.



Stages Implementation (contd.)

HOW: Create an Intergovernmental Agreement (IGA) between the Cities of Colorado Springs and Manitou Springs establishing the City of Colorado Springs as the responsible entity in partnership with the City of Manitou Springs.

Colorado Springs: Lead responsibility in partnership with Manitou Springs:

- Execute IGA with Manitou Springs
- Colorado Springs Incline management oversight including:
 - a. Coordination with Manitou Springs
 - b. Special Use Permit application and coordination with the US Forest Service
 - c. Implement legal agreements with the Manitou and Pike's Peak Railway Company
 - d. Implement legal agreements with Colorado Springs Utilities
 - e. Apply for grants and funding in partnership with the City of Manitou Springs
 - f. Coordinate with Trails and Open Space Coalition (TOSC) regarding Citizen Advocacy and Fundraising Group (Citizen Group)
 - Coordinate ongoing maintenance needs
 - Coordinate volunteer Incline specific crew leader training with Citizen Group
 - Coordinate "dog day" assessment with Citizen Group
 - Coordinate avenue for input from the public
 - Coordinate periodic tracking of Incline use to determine appropriate capacity
 - g. Coordinate ongoing public input with Citizen Group, City of Manitou Springs staff, police, and first responders
 - h. Coordinate allocation of Barr Trailhead parking fees and any future user fees ensuring accountability, revenue use restrictions and a possible Advisory Group
 - i. Manage and execute construction projects
- Design, create and install signage including: safety, rules of use and wayfinding at new trailhead and Barr Trailhead. Staff time only - materials costs are Incline costs
- Colorado Springs Incline operations oversight including:
 - a. Colorado Springs Incline corridor annual review and maintenance
 - b. Coordinate and execute US Forest Service Special Use Permit Operational Plan requirements
 - c. Colorado Springs added to current contract - temporary Port-a lets
 - d. Colorado Springs oversight for Citizen Advocacy and Fundraising Group-organized Volunteer Trail Work Day. Staff time only - food and materials costs are Incline costs

Manitou Springs: partnership with Colorado Springs to pursue items above and

- Execute IGA with Colorado Springs
- Coordinate with Colorado Springs
- Apply for grants and funding in partnership with Colorado Springs
- Enforce Incline Rules - police respond to complaints

Stages Implementation, (contd.)

- Base of Incline Trailhead - dedicate 10-15 on-street public parking spaces to Cog Railway in exchange for trailhead space
 - a. Negotiate and execute agreement with Cog Railway for parking exchange.
- Implement Incline Parking Recommendations in coordination with overall City of Manitou Springs parking capital infrastructure costs. Parking fee revenue sharing with the Incline is not anticipated except at the Barr Trailhead Parking Lot as per the Manitou Springs/Colorado Springs Utilities agreement. Supply parking enforcement services;
- Implement Incline Parking Recommendations in coordination with overall City of Manitou Springs parking program operational costs;
- Trailhead maintenance

STAGE A.2 FORMALIZE CITIZEN SUPPORT

WHAT: Formalize citizen support.

WHY: Volunteer support is critical to the feasibility of legitimizing use of the Incline. Citizens and user groups have indicated their strong interest and intention for supporting the renovation and operation of the Incline by seeking funding and providing voluntary service. Formalized citizen involvement is an advantage for securing grants.

HOW: Establish a non-profit Citizen Advocacy and Fundraising Group and other volunteer opportunities. Establish procedures for the Citizen Group to report activities, priorities and progress to the managing entity.

Citizen Advocacy and Fundraising Group:

- Pursue both capital and operational funding through partnership with Colorado Springs and/or Manitou Springs by using grants, capital campaign, voluntary user donations for individuals and groups;
- Secure sponsors for non-intrusive advertising, sponsorship and partnerships in character with the Incline;
- Promote appropriate use of the Incline; assist with development of informational materials about the Incline addressing rules of use, parking options, courtesies, being good neighbors, how keeping the Incline open is made possible through donation opportunities; promote volunteer efforts and seeks volunteers.

Volunteer Opportunities:

- General Leadership - Coordination with the City of Colorado Springs contact person
 - Acquire 501(c)3 status with the Internal Revenue Service or align with an existing 501(c)3 entity such as TOSC
- Fundraising for capital and operational needs
 - Pursue both capital and operational funding through partnership with Colorado Springs and/or Manitou Springs by using grants, capital campaigns, voluntary user donations for individuals and groups
- Communication, Education and Community Outreach
 - Promote appropriate use of the Incline

Stages Implementation (contd.)

- Assist with development of informational materials about the Incline including information about how keeping the Incline open, renovation, and use is possible through donation opportunities
- Promote volunteer efforts and seek volunteers to support funding efforts
- Marketing
 - Economic Development and Tourism
 - Partnerships
 - Sponsorships - Secure sponsors for non-intrusive advertising sponsorship in character with the Incline
- Volunteer Labor for maintenance and construction - on-site volunteer work.

STAGE A.3 TRAILHEAD AT BASE OF INCLINE IN THE COG RAILWAY PARKING LOT

WHAT:

- Locate the Incline Trailhead at the base of the Incline near the Colorado Springs Utilities access gate, displacing 10-15 parking spaces in the privately-owned Cog Railway parking lot. *(see Appendix F page 4 for site plan).*
- Designate existing parking spaces along Ruxton in exchange for displaced Cog lot spaces.
- Design and complete safety improvements along Barr Trail to base of Incline trail
- Implement pedestrian zone striping and signage along Cog Railway parking lot exit drive.
- Trailhead facilities: Temporary restroom facilities, Rules of Use sign, bike racks, emergency response staging area.
- Implement Barr Trail Parking Management – refer to details in Parking and Traffic below.
- Complete restoration of and install barrier fencing to prohibit access to social trail network at Barr Trailhead Parking Lot.

WHY:

- Minimizes traffic/pedestrian conflicts at the Cog Railway entrance street crossing.
- Minimizes unnecessary vehicular trips to Barr Trail Parking Lot and along Hydro Street.
- Minimizes social trails and environmental damage by individuals accessing the Incline mid-point from Barr Trailhead Parking Lot.
- Reserves Barr Trailhead Parking for long-term users of Barr Trail and Barr Camp.
- Fulfills public's desire to locate trailhead at base of Incline.

HOW:

- Continue the current agreements including: revocable license for Barr Trailhead Parking Lot issued by Colorado Springs Utilities to Manitou Springs dated April 29, 2009, and the revocable license for the dirt parking lot granted by Colorado Springs Utilities to the Cog Railway, April 9, 2010.
- Develop agreements whereby the Cog Railway and Colorado Springs Utilities each grant to Colorado Spring Parks, Recreation and Cultural Services a license for recreational/trail activity in the Incline corridor as it relates to each property respectively.
- Implement legal agreement between City of Manitou Springs or Incline management entity and the Cog Railway for Incline Trailhead / designated replacement parking spaces exchange.
- Implement trailhead and striping via contracted or in-house crews.


Stages Implementation, (contd.)
STAGE A.4 TRAFFIC AND PARKING FOR STAGE A INCLUDE A GENERAL DISCUSSION OF NEEDS FOLLOWED BY DETAILED MANAGEMENT APPROACHES FOR SPECIFIC ZONES IN THE RUXTON AVENUE CORRIDOR.
GENERAL DISCUSSION:

- The Stage A parking and traffic management plan must balance the needs of multiple users in the Ruxton corridor from Manitou Avenue to Hydro Street and includes the Barr Trail and Barr Camp users, the Cog Railway employees and patrons, the Incline users, the residents, employees, shoppers in Manitou Springs, hikers, bikers, and drivers. As a result, several strategies must be implemented to provide parking opportunities in a balanced manner. The success of these strategies will depend on the ability of the City of Manitou Springs to provide support outside of the Ruxton corridor. The Plan assumes that this support will include residential parking programs in surrounding neighborhoods and access to additional parking areas.
- From current data, it is estimated that the Incline by itself would require between 150 and 250 parking spaces (assumes 1200 users per day in the peak season). There are currently 200 spaces in the Ruxton corridor available to the Incline users, residents, businesses and trail users. The Stage A recommendation results in a net change to approximately 100 spaces for all use (34 Barr Trail Lot designated premium priced spaces, up to 59 residential permit spaces, 8 pedestrian safety), leaving 100 spaces as they are currently available. It is assumed that additional spaces needed for the Incline can be absorbed by parking availability at locations such as the Prospect Lot (on Prospect Avenue), the Schmishny Lot (on west Manitou Avenue in the metro district), and on-street parking along east Manitou Avenue or at other potential future lot locations. A residential parking program outside of the Ruxton corridor will help to control adjacent neighborhood parking and direct the demand to the downtown core.
- General management strategies for the Plan include signing and striping improvements to Ruxton Avenue and Winters Street to address pedestrian movement conflicts with traffic.
 - Edge line striping above Pilot Knob Avenue to provide a minimum eleven-foot travel lane or a four-foot shoulder will help to delineate the travel way for motorists. Pedestrians are more likely to walk within the confines of the shoulder.
 - Provide crosswalks across Ruxton Avenue at strategic locations (east of Pilot Knob Avenue, Capitol Hill Avenue, etc.) to reduce mid-block crossing activity and walking in the street. "Pedestrian Crossing" signs should also be posted to warn motorists and guide pedestrians to appropriate crossing locations.
 - Other corridor striping strategies would be to clearly identify "No Parking" zones with hatched on-street markings.
 - Signing strategies for the corridor include giving direction to public parking areas and static signs on Manitou Avenue indicating the cost of parking at the Barr Trailhead with comparative costs to other downtown lots.

FOR THE FOLLOWING DETAILED RECOMMENDATIONS IN THE RUXTON CORRIDOR REFER TO MAP ON PAGE IV - 26 FOR ZONE LOCATIONS.


Stages Implementation (contd.)

- **Zone A - Barr Trail Parking Lot - 34 SPACES**

WHAT: The parking lot will be managed to promote longer-term use.

WHY: The lot will be used primarily by Barr Camp and Barr Trail users, who typically have a longer stay at the trailhead. The parking lot is generally intended for use by Barr Trail users and this action will honor the intent of the trailhead parking area while still allowing short-term use. In addition, traffic counts indicate that 75% of the daily traffic into the Barr Trail parking lot does not find a space and returns to Ruxton Avenue to find parking. This action aims to reduce the amount of unnecessary traffic (800-1000 vehicles per day) above Winter Street.

HOW: Access to the parking area will be free-flowing with a credit card-activated graduated fee system for parking. Upon parking, the credit card is inserted into a parking kiosk to reserve the corresponding numbered parking space. The credit card is inserted again at the time of exit. The parking kiosk will calculate the length of stay and charge the appropriate fee. To promote longer-term stays, the fee structure may be based on a graduated term such as 0-3 hours, 3-10 hours, and longer than 10 hours, with fees decreasing the longer the stay.

- **Zone B - Cog Railway Parking Areas - 40 SPACES**

WHAT: The Cog Railway will provide 40 time-restricted spaces year-round.

WHY: The Cog Railway has 40 spaces available on a year-round basis before 9 a.m. These spaces can provide convenient parking for Incline users who arrive in the early morning.

HOW: The Cog Railway reserves the right to manage these space as it sees fit. However, it is expected that the spaces will be managed in a manner consistent with the rest of the corridor; free or paid parking with a fee structure that complements other paid parking areas. Because the Cog Railway will continue to own the spaces, the Cog Railway will be responsible for enforcement of the "Out By 9 a.m." time-restriction.

- **Zone C - Iron Springs Chateau Parking Area - 46 SPACES**

WHAT: Better use of the existing spaces - potentially a three-hour time limit.

WHY: The current spaces are underutilized by paid parking management in a free parking area. The parking spaces should be managed in a manner consistent with the rest of the corridor.

HOW: The City of Manitou Springs Parking Authority Board and planning staff will work with the owner of the private parking along Ruxton Avenue to make the spaces consistently available to the public through the management of the zoning approval for commercial parking.

- **Zone D - Public Spaces between Cog Railway entrance and Winter Street - 25 SPACES**

WHAT: Eliminate eight (8) public parking spaces on Winter Street between Ruxton Avenue and the Triangle. The City of Manitou Springs will trade additional parking spaces in-kind to the Cog for the trailhead property at the base of the Incline.

WHY: The new trailhead at the base of the Incline will continue to draw pedestrians from lower Ruxton Avenue. To alleviate the pedestrian/vehicle conflict, eight parking spaces


Stages Implementation (contd.)

will be removed to allow a wider corridor for pedestrians and vehicles to coexist - each in a dedicated space. The remaining public spaces will be traded to the Cog Railway in-kind (1 for 1) for parking spaces lost by the Cog Railway as a result of the new Incline trailhead in the upper Cog Railway parking lot.

HOW: The eight (8) parking spaces will be removed and the roadway will be marked to delineate a one-way vehicle corridor westbound and a two-way pedestrian corridor on the north side. The pedestrian corridor will be maintained to Pilot Knob Avenue to connect to existing pedestrian facilities. Ruxton Avenue between Winter Street and Pilot Knob Avenue will require additional striping modifications. The Cog Railway may lose approximately 10-15 parking spaces as a result of the new trailhead at the base of the Incline. The City of Manitou Springs will replace the Cog Railway spaces by providing parking spaces on Ruxton Avenue and Winters Street for employees and Cog patrons. Zones will be established for "No Parking" that will be enforced by the City of Manitou Springs and "Cog Employee Parking Only". A parking agreement between the two entities will be required to address the use and management of the spaces.

▪ **Zone E - Public Spaces between Fairview Avenue and the Creek Bridge east of Pilot Knob - 37 SPACES**

WHAT: The public parking spaces between Fairview Avenue and the Creek Bridge east of Pilot Knob Avenue will be managed with a three-hour time limit. Implement paid parking and introduce a fee structure.

WHY: The public spaces in this zone should be open and not restricted to any single user. The time restriction will promote a higher turnover rate and be most attractive to the short-term Incline trail user due to the proximity to the trailhead. South of Fairview Avenue, use of the spaces by both Incline users and the Iron Springs Chateau should not be in conflict given the different time of day use by each group; Incline users are more likely to use the spaces during daylight hours and Iron Springs Chateau users are more likely to use the spaces at night. Implementing paid parking and introducing a fee structure may be needed to balance increased demand on trail use and fulfill Manitou Springs Parking program.

HOW: The Ruxton Avenue corridor between Fairview Avenue and Spring Street will be established as a three-hour parking corridor. Signs will be posted to advise of the three-hour limit that will be enforced by the City of Manitou Springs. Fee additions and adjustments should be considered jointly by the Incline management entity and Manitou Springs.

▪ **Zone F - Public Spaces between the Creek Bridge East of Pilot Knob Avenue and Osage Avenue - 59 SPACES**

WHAT: The public parking spaces between Capitol Hill Avenue and Osage Avenue will be restricted to residential only parking. Manitou Springs and the Incline Management entity will monitor parking space usage to evaluate residential only usage and adjust the balance between residential only and fee-based 3-hour public parking in this zone. If deemed appropriate, implement paid parking and introduce a fee structure.

Stages Implementation, (contd.)

WHY: The public spaces in this zone should be reserved for residents only. Without a user restriction, the spaces become unavailable to the residents during peak season use (May through September). Implementing paid parking and introducing a fee structure may be needed to balance increased demand on trail use and balance residential parking needs with Incline user parking needs.

HOW: The Ruxton Avenue corridor between the creek bridge and Osage Avenue will be established as a residential only parking corridor. Signs will be posted to advise of the user restriction that will be enforced by the City of Manitou Springs. The parking plan will consider the special circumstances related to Our Lady of Perpetual Help Catholic Church. The church is located on Ruxton Avenue and is within the proposed residential parking zone (Zone F) for all three stages. A potential solution is to provide 35-50 temporary, Sunday-only parking permits for parishioner use only. Special masses or events (weddings, funerals, Holy Days, etc.) could be considered as an allowable use of the temporary permit. Special parking solutions for elderly and handicapped persons will need to be coordinated between the Church and the City of Manitou Springs. If deemed appropriate, fee additions and adjustments should be considered jointly by the Incline management entity and the City of Manitou Springs.

▪ **Zone G - Public Spaces between Osage Avenue and Manitou Avenue - 9 SPACES**

WHAT: The public parking spaces between Osage Avenue and Manitou Avenue will continue to be managed with a three-hour time limit. Manitou Springs may implement paid parking and introduce a fee structure.

WHY: The public spaces in this zone should be open and not restricted to any single user. The time restriction will promote a higher turnover rate and be most attractive to users accessing shops and restaurants along Ruxton and Manitou Avenues. Implementing paid parking and introducing a fee structure may be needed to balance increased demand on trail use and retail patrons.

HOW: The Ruxton Avenue corridor between Osage Avenue and Manitou Avenue will continue to be managed as three-hour parking. Fee additions and adjustments should be considered jointly by the Incline management entity and the City of Manitou Springs.

STAGE A.5 INCLINE CORRIDOR IMPROVEMENTS – THE MOST DETERIORATED SECTIONS POSING THE GREATEST SAFETY RISKS AND ENVIRONMENTAL DEGRADATION. (APPROXIMATELY 23%).

WHAT:

- Develop site-specific structural and drainage construction drawings for the 23% of the Incline designated Condition 5-7. These areas pose the most concerns both for safety risks and environmental degradation. Final design will be based on the Incline Design Recommendations set forth in this Manitou Incline Site Development and Management Plan.
- Develop Implementation Schedule based on current costs, community participation (helicopter and or vehicular materials transportation) and construction components

Stages Implementation (contd.)

identified as volunteer-appropriate. It is anticipated that a phased construction approach will be utilized. The Stage A corridor improvements will be implemented over a few years and the Incline may be temporarily closed during these times. The schedule will require close coordination with the landowners.

- Participate and support the National Environmental Policy Act (NEPA) Process in order to designate the Incline corridor as a US Forest Service 'Special Use' in Pike National Forest.

WHY:

- Construction will focus on the Incline conditions posing the greatest safety risks and environmental degradation. Construction will address safety and environmental concerns with the purpose of establishing and maintaining tie alignment and stability.
- US Forest Service Special Use Permit is the mechanism for authorizing a non-Forest Service entity to manage and maintain the Incline within Pike National Forest.
- US Forest Service requires 'Special Use' designation to permit non-US Forest Service entity improvements or allocate Forest Service resources to the Incline.
- US Forest Service requires design and maintenance standards and active, intentional, systematic physical improvements to the Incline. These shall address safety and environmental concerns along the Incline Corridor. The plans for improvements and proposed methods for funding and management must be in place in order for the US Forest Service to issue the Special Use Permit.
- US Forest Service requires protocol for maintenance and safety review on the Incline Corridor.

HOW:

- Apply for US Forest Service Special Use Permit and support process by City of Colorado Springs or Incline management entity. The US Forest Service requires a viable and sustainable entity to apply for the Special Use Permit. The Special Use Permit application will initiate the NEPA process that will analyze the proposal for a Special Use Permit and the Incline Design Recommendations in this plan.
- Obtain site-specific trail design approval from landowners. Obtain additional approvals from Colorado Springs Utilities for consideration of the high pressure transmission lines
- Initiate access agreements with landowners for trail construction.
- Consider prohibiting access to the Incline for user safety during construction.
- Contract phased safety and drainage work.
- Initiate appropriate volunteer construction projects built to Incline Design Recommendations. *(See Appendix F)*

REFER TO PAGES IV-27-28 FOR CONDITION RATING SYSTEM AND MAPPED LOCATIONS.


Stages Implementation (contd.)

STAGE A.6 TRAIL CONNECTIVITY AND ALTERNATIVE TRAIL OPTIONS DOWN TO INCLUDE EXISTING SOCIAL TRAILS IN INITIAL SPECIAL USE PERMIT APPLICATION TO THE US FOREST SERVICE. THIS WILL EXPEDITE AND MINIMIZE THE REQUIREMENTS OF THE REQUIRED NEPA PROCESS. STAGE A INCLUDES CONSTRUCTING THE REROUTE OF THE EXISTING SOCIAL TRAIL CONNECTION TO BARR TRAIL AND THE 2/3 CONNECTION TO BARR TRAIL.

WHAT:

- Maintain Barr Trail connection at a point two-thirds of the way to the top of the Incline (Tie #1800).
- Reroute existing social trail that connects top of Incline to Barr Trail. Close and rehabilitate closed and abandoned sections.
- Participate and support NEPA process in order to designate proposed connecting trails as Pike National Forest System trails. Proposed trails are the existing Barr Trail social trail connection realignment and the two-thirds of the way to the top connection.

WHY:

- US Forest Service Special Use Permit is the mechanism for authorizing a non-Forest Service entity to manage and maintain the Incline and connectivity trails within Pike National Forest.
- US Forest Service requires 'System Trail' designation to permit trail improvements, new trails or allocation of US Forest Service resources to the Incline and Incline trail connectivity system.
- US Forest Service Special Use Permit and annual Operating Plan will outline requirements and maintenance responsibility for the supporting trail system on US Forest Service property. Connecting trail system maintenance may be made part of the US Forest Service system responsibilities.

HOW:

- Apply for US Forest Service Special Use Permit and support process by City of Colorado Springs or Incline management entity. The US Forest Service requires a viable and sustainable entity to apply for the Special Use Permit.
- NEPA initiated by the Special Use Permit application will analyze resource impacts of new trail connectors to the Incline, improvements to the Incline and historical resources evaluation.
- Obtain site-specific trail design approval from affected landowners.
- Initiate access agreements with landowners for trail construction .
- Initiate volunteer trail construction projects built to US Forest Service Trail Design Standards.


Stages Implementation (contd.)
STAGE A.7 MITIGATE LONG-TERM ENVIRONMENTAL ISSUES

WHAT: Consider implementing the following guidelines and principles during implementation:

- Erosion Control – Any structural and drainage improvements to the Incline should include engineered measures to stabilize the slope, minimize additional soil erosion, and effectively convey runoff away from the corridor (*See Incline Design Recommendations in Appendix F*). While the size and type of improvements will vary by location, condition, and implementation phase, the overall erosion control system must function in an integrated fashion over the long term.
- Incline slope restoration – Revegetation of disturbed slopes should be a key element of any structural or drainage improvements. Stabilized slopes are necessary for any revegetation to succeed, while successful revegetation will help reduce surface flows and mitigate erosive forces. Besides slope stabilization, a combination of tools including erosion control matting, strategic topsoil placement, appropriate native seed mix application, and potentially supplemental irrigation may be necessary for successful revegetation. Project planning and oversight by individuals familiar with the unique challenges of revegetation in the Pikes Peak region is also important, along with follow-up monitoring and control of noxious weeds.
- Social trail restoration – Problematic social trails, particularly near the bottom of the Incline, should be aggressively closed and restored. The existing trail tread should be obliterated and revegetated with native species. The placement of logs, rocks, or brush will discourage continued use of the corridor, while in some cases signs and/or fences are necessary. It is also important to consider why and how those trails are used. If appropriate, the integration of user attractions (e.g. viewpoints) or connections into the formalized trail system will improve the chances of successful social trail restoration.
- New trail corridor revegetation – The construction of new trail connections and routes should integrate accepted standards for sustainable construction, and minimize impacts to both large- and small-scale habitat areas. The new trail corridor may require active revegetation and should be monitored and controlled for noxious weeds.

WHY:

- The Manitou Incline study area has a long history of human use and disturbance. Implementation of the visitor and structural enhancements also provides the opportunity to mitigate long-term environmental issues, and reduce future impacts.
- US Forest Service Special Use Permit is the mechanism for authorizing a non-Forest Service entity to manage and maintain the Incline and Incline connectivity trails and restore the adjacent vegetation within Pike National Forest.
- Implementation of the portions of this plan on Forest Service lands will require additional approvals, including National Environmental Policy Act (NEPA) and Endangered Species Act (ESA) compliance. The implementation partners will need to work closely with Forest Services staff on these issues.
- Due to the potential existence of the Mexican spotted owl (a federally-listed Threatened species) in the project area, any new disturbances or activities will likely require consultation with the US Fish and Wildlife Service under the ESA. Depending on the

Stages Implementation, (contd.)

nature of the impacts, the existence or quality of owl habitat in the project area, and other factors, the process for ESA clearances can vary widely from a project clearance based on a habitat evaluation, to a more extensive process involving multiple years of owl surveys.

HOW:

- Apply for US Forest Service Special Use Permit and support process by City of Colorado Springs or Incline management entity. The US Forest Service requires a viable and sustainable entity to apply for the Special Use Permit.
- NEPA initiated by the Special Use Permit application will analyze resource impacts of existing social trail connector to the top of the Incline, improvements to the Incline, US Fish and Wildlife coordination and historical resources evaluation.

STAGE A.8 ESTABLISH THE FOLLOWING RULES OF USE FOR THE INCLINE

WHAT: Establish the following Rules of Use for the Incline:

- Hours: Dawn to dusk
- "Use at your own risk" philosophy
- Modified "Leave No Trace" use ethic (trash cans provided at trailheads)
- No pets allowed
- Full or partial closures when necessary to perform renovation, construction or maintenance operations
- Recommend "Uphill use"

WHY: Current experience on the Incline has raised issues including disturbance to neighbors, liability, human waste sanitation, user conflict, and pet conflict and sanitation. These minimal rules have been vetted in public meetings. With the exception of the dawn to dusk recommendation, citizen input, landowners and professional management support the implementation of these minimal rules providing a least expensive management and enforcement approach. The hours of Dawn to Dusk rule is a consensus recommendation of the Task Force to enhance user safety. Through consensus, the Task Force also resolved the inconclusive public input regarding pets; the Task Force recommends banning pets in order to resolve safety and sanitation concerns.

HOW: The City of Colorado Springs in partnership with Manitou Springs will use its rule-making authority to establish these rules. Educating users regarding the rules of use should take place on the web site, through all promotional materials, through the Citizen Advocacy and Fundraising Group, and through on-site signage. Rules of Use on the US Forest Service property will be established in the annual Operating Plan. Rule enforcement will be on a complaint basis by the City of Manitou Springs Police Department. On-site police monitoring is not anticipated. Citizen peer pressure support for education about the rules and rule compliance will be promoted through the Citizen Group.


Stages Implementation, (contd.)
STAGE A.9 REVENUE GENERATION

WHAT: Generate revenue for both capital and ongoing operations in an amount to support Stage A.

WHY: Citizen input supported economic sustainability. Because local tax revenues are very limited, resources devoted to the Incline will need to be supplemented with alternative sources of funding including grants, user donations, general donations, sponsorships, partnerships and others.

HOW: Pursue a comprehensive funding strategy as follows:

Capital Funding

- Existing tax sources for which the Incline may be eligible; use for matching funds when appropriate.
- Citizen Advocacy and Fundraising Group capital campaign.
- GOCO (Great Outdoors Colorado), TOPS (Trails, Open Space and Parks [Colorado Springs voter approved 0.1% sales tax]), Colorado State Trails and other grant sources.

Operational Funding

- Voluntary use donations.
- Non-intrusive advertising sponsorship in character with the Incline.
- Shared revenue from Barr Trailhead parking fees for parking enforcement and maintenance if possible.

STAGE A.10 SIGNAGE IN THIS INITIAL STAGE A WILL BE MINIMAL, MEETING THE MOST BASIC NEEDS OF SAFETY AND ENFORCEMENT. SIGN MESSAGES MAY BE GROUPED OR CLUSTERED OR APPLIED TO TIE SURFACE.

WHAT:

- Rules of Use.
- Wayfinding Map at trailhead to locate trail routes down.
- 'Stay on the Trail' respect for property signage on all properties.
- Health/Activity Level Warning Signage.
- Locational identification on ties for emergency response indicating appropriate jurisdiction.
- Parking regulations and striping. Refer to Parking and Traffic above for details.
- Pedestrian Zone striping at Winter Street and Cog Parking Exit Drive to Trailhead. (Refer to Parking and Traffic above for details).
- Environmental closure signs at closed former social trail access between Barr Trailhead parking and the mid-Incline.

**Stages Implementation (contd.)****WHY:**

- Designation of Pedestrian Zones (painted sidewalks) in constricted roadway areas improves vehicular and pedestrian safety.
- Signage is needed to communicate Rules of Use and User Behavior guidelines.
- Signage is needed to communicate parking regulations.
- Locational information is requested by first responders for user safety.
- Fulfills public's desire for improved communication regarding health and exertion at altitude.
- Communication of Rules and Regulations allows enforcement implementation.

HOW:

- Design cohesive Incline signage design standards and initial package including the 'flavor' or tone of the messages.
- Design cohesive parking and pedestrian safety striping and signage package.
- Install Incline signs by City of Colorado Springs or Incline management entity.
- Install parking signage and striping jointly by City of Colorado Springs and the City of Manitou Springs or Incline management entity.


Stages Implementation (contd.)

STAGE B

STAGE B.1 CONSIDER MANAGEMENT OPTIONS

WHAT: If desired, consider a public/private partnership for management of the Incline. Considering an alternative management entity is an option, not a recommendation. It requires a viable opportunity coming forth.

WHY: The public supports the potential of involvement from a private, profit or non-profit entity, to provide management/maintenance services for the Incline. A private approach could bring flexibility and swiftness to addressing issues. A non-profit entity may be able to attract additional funding from those unwilling or unable to give directly to a governmental entity.

HOW: Need a viable private or non-profit entity – none have surfaced thus far in the process.

STAGE B.2 CONSIDER A FORMALIZED ADVISORY BOARD OR COMMITTEE

WHAT: If desired, consider establishing a formalized advisory board or committee. Considering an advisory board or committee is an option, not a recommendation.

WHY: Encouraging formalized input into the operations of the Incline will engender support. The public supports the concept of an advisory group. This is generally individuals with a different focus from organizers of the 'Citizen Advocacy and Fundraising,' although with shared interest in the Incline. Individuals could participate in both.

HOW: The advisory board/committee could be made up of appointees by the managing entity and/or ex-officio representatives of key stakeholder groups including the landowners. A clear "charge" and operating procedures will need to be developed. There will be some cost to the management entity associated with staffing an advisory group.

STAGE B.3 TRAILHEAD AT BASE OF INCLINE IN COG RAILWAY PARKING LOT AND A REGIONAL MANITOU TRAIL SYSTEM TRAILHEAD

WHAT:

- Install permanent restroom facilities at the Incline Trailhead at the base of the Incline.
- Review functionality of the emergency response staging area and adjust as needed.
- Create a Manitou Springs Trail System-wide Trailhead. Based on public input there is strong support for a comprehensive Manitou Springs Trail Master Plan. If the Trail master plan is undertaken, this process recommends two possible locations for a system-wide trailhead that have surfaced as part of this study; they include the Jenkins Stable property and the Walton property. These sites offer the opportunity for public/private



Stages Implementation (contd.)

developments. The Jenkins Stable property presents advantages to Incline users as well as providing adjacent connectivity to Barr Trail, access roads on Colorado Springs Utilities property, Ute Indian Trail and the Intemann Trail. Evaluating a System-wide Trailhead is recommended as part of a public process supported Manitou Springs Trail Master Plan that includes considerations of these and additional potential system trailhead locations.

WHY:

- Permanent public restrooms provide the best sanitation level.
- Fulfills public's desire for improved connectivity throughout the Manitou Springs Trail System.

HOW:

- Initiate and complete Manitou Springs Trail System Master Plan. The City of Manitou Springs will determine appropriate timing.
- Identify opportunities for collaboration and mutual benefits between the Incline management entity and Manitou Springs Trail System.
- Identify potential public/private development partnerships.

STAGE B.4 TRAFFIC AND PARKING FOR STAGE B INCLUDE A GENERAL DISCUSSION OF NEEDS FOLLOWED BY DETAILED MANAGEMENT APPROACHES FOR SPECIFIC ZONES IN THE RUXTON AVENUE CORRIDOR

GENERAL DISCUSSION:

- The Manitou Springs System-wide Trailhead at the Jenkins Stable property may be developed for parking (paid-parking or free) with access from Ruxton Avenue. This property could potentially accommodate the necessary 150-250 parking spaces (1.5 to 2.5 acres) on site. As the popularity of the new regional trailhead increases, so will the pressure on the surrounding parking and traffic network. The established parking facilities in the corridor, including the Jenkin's Stable Property, will need to be reviewed and fee structures adjusted or implemented to encourage use of designated lot(s).
- Signing strategies for the corridor include giving direction to public parking at the trailhead and static signs on Manitou Avenue indicating the cost of parking at the Barr Trailhead and the system-wide trailhead parking with comparative costs to other downtown lots.
- Review all parking strategies for feasibility of seasonal adaptations.

FOR THE FOLLOWING DETAILED RECOMMENDATIONS IN THE RUXTON CORRIDOR REFER TO MAP ON PAGE IV - 26 FOR ZONE LOCATIONS.

- **Zone A - Barr Trail Parking Lot**

WHAT: No change to infrastructure; may need to adjust fee structure.

WHY: Fee structure may need to be adjusted to balance increased demand on Barr Trail use from Manitou Springs System-wide Trailhead.

HOW: Fee adjustments should be considered jointly by the Incline management entity and Manitou Springs.


Stages Implementation (contd.)

- **Zone B - Cog Railway Parking Areas**

WHAT: The City of Manitou Springs and Cog Railway will review and revise the parking agreement as determined necessary. The Incline management entity and City of Manitou Springs's preference may be to return the spaces to Cog Railway employees and patrons only and to discontinue Incline patron parking to encourage use of Manitou Springs System-wide Trailhead parking.

WHY: To optimize usage of the Manitou Springs System-wide Trailhead parking.

HOW: Communication with the Cog Railway management.

- **Zone C - Iron Springs Chateau Parking Area (Public Parking)**

WHAT: Implement paid parking and introduce a fee structure.

WHY: Implementing paid parking and introducing a fee structure may be needed to balance increased demand on trail use from Manitou Springs System-wide Trailhead and encourage use of System-wide Trailhead parking.

HOW: Fee additions and adjustments should be considered jointly by the Incline management entity and Manitou Springs.

- **Zone D - Public Spaces between Cog Railway entrance and Winter Street**

WHAT: No change. Cog Railway would retain control of spaces for employees and patrons.

- **Zone E - Public Spaces between Fairview Avenue and the Creek Bridge East of Pilot Knob**

WHAT: No change to infrastructure. May need to adjust fee structure.

WHY: Adjustment of a fee structure may be needed to balance increased demand on trail use from Manitou Springs System-wide Trailhead and encourage use of System-wide Trailhead parking.

HOW: Fee adjustments should be considered jointly by the Incline management entity and Manitou Springs.

- **Zone F - Public Spaces between the Creek Bridge East of Pilot Knob Avenue and Osage Avenue**

WHAT: No change

- **Zone G - Public Spaces between Osage Avenue and Manitou Avenue**

WHAT: No change

STAGE B.5 INCLINE CORRIDOR IMPROVEMENTS TO THE INCLINE – THE MID-RANGE DETERIORATED SECTIONS POSING THE NEXT GREATEST SAFETY RISKS AND ENVIRONMENTAL DEGRADATION (APPROXIMATELY 31%).

WHAT:

- Develop site-specific structural and drainage construction drawings for 31% of the Incline designated Condition 3-4. These areas pose the mid-range concerns both for safety risks and environmental degradation. Final design will be based on the Incline Design

Stages Implementation (contd.)

- Recommendations set forth in this Manitou Incline Site Development and Management Plan. *(See Appendix F)*
- Develop Implementation Schedule based on current costs, community participation (helicopter and or vehicular materials transportation). At this time, all construction components are anticipated as volunteer-appropriate. It is anticipated that a phased construction approach will be utilized. The Stage B corridor improvements will be implemented over a few years and the Incline may be temporarily closed during these times. The implementation schedule will require close coordination with the landowners.

WHY:

- Construction will focus on the Incline conditions posing the greatest remaining safety risks and environmental degradation. Construction will address safety and environmental concerns with the purpose of establishing and maintaining tie alignment and stability.

HOW:

- Obtain site-specific trail design approval from landowners. Obtain additional approvals from Colorado Springs Utilities for consideration of the high pressure transmission lines.
- Initiate access agreements with landowners for trail construction.
- Consider prohibiting access to the Incline for user and volunteer safety.
- Contract phased safety and drainage work, if necessary.
- Initiate appropriate volunteer construction projects built to Incline Design Recommendations.

REFER TO PAGES IV-27-28 FOR CONDITION RATING SYSTEM AND MAPPED LOCATIONS.

STAGE B.6 TRAIL CONNECTIVITY AND ALTERNATIVE OPTIONS DOWN TO INCLUDE NEW TRAIL ON NORTH SIDE OF INCLINE IN A NEW OR REVISED SPECIAL USE PERMIT APPLICATION TO THE US FOREST SERVICE. STAGE B RECOMMENDS CONTAINING USER ACCESS AT THE TOP OF THE INCLINE AND THE CONNECTION BETWEEN THE TOP OF THE INCLINE TO BASE OF THE INCLINE ON THE NORTH SIDE.

WHAT:

- Contain user access area at top of Incline to minimize erosion, disturbance of vegetation and to allow for natural revegetation.
- Construct trail connecting top of Incline to base of Incline on the north side, when deemed necessary by the annual Incline use and Special Permit Operation Plan reviews.
- Participate and support NEPA process in order to designate proposed connecting trails as Pike National Forest System trails. Proposed trail is connecting the top of the Incline to the base of the Incline on the north side of the Incline.

WHY:

- Containing Incline users "wandering" at the top will improve the environmental and visual condition of the area. Through site design and signage, users' options for descending routes can be made clear.

Stages Implementation (contd.)

- US Forest Service Special Use Permit is the mechanism for authorizing a non-Forest Service entity to manage and maintain the Incline and Incline connectivity trails within Pike National Forest.
- US Forest Service requires 'System Trail' designation to permit trail improvements, new trails or allocation of US Forest Service resources to the Incline and Incline trail connectivity system.
- US Forest Service Special Use Permit and annual Operating Plan will outline requirements and maintenance responsibility for the supporting trail system on US Forest Service property. Connecting trail system maintenance may be made part of the US Forest Service system responsibilities.
- US Forest Service requests alternative routes for Incline users to relieve congestion and trail user trips on Barr Trail.

HOW:

- Obtain Top of Incline site design approval from US Forest Service.
- Obtain connecting trail on north side of Incline design approval from US Forest Service.
- Initiate access agreements with landowners for construction.
- Initiate volunteer construction projects built to Pike National Forest Trail Design Standards.

STAGE B.7 MITIGATE LONG-TERM ENVIRONMENTAL ISSUES

No Change from Stage A.

STAGE B.8 MODIFY THE RULES OF USE

WHAT: Adjust the Rules of Use established in Stage A as user experience and monitoring indicates or as funding allows to manage these rules.

WHY: Public input based on current use patterns offered some alternative rules with the intent of a "less conflicting" user experience. Use of these rules will require additional monitoring and management services and will likely have some additional cost for that effort. Guidelines for groups are meant to be used on a voluntary basis.

HOW: Establish the following Rules of Use:

- Special guidelines and permitting opportunity for large groups in order to provide helpful information about best times to use and to minimize conflicts with other large groups.

STAGE B.9 REVENUE GENERATION

WHAT: Generate revenue for both capital and ongoing operations in an amount to support Stage B

Stages Implementation (contd.)

WHY: Citizen input supported economic sustainability. Limited tax resources will need to be supplemented with alternative sources of funding including grants, user donations, general donations, sponsorships, partnerships and others.

HOW: Pursue a comprehensive funding strategy as follows generating revenue in an amount to support Stage B:

Capital Funding - No change from Stage A.

Operational Funding (will need to cover expenses related to a fee-based parking plan and maintenance labor).

- Includes options from Stage A.
- Includes fees generated through parking program managed by City of Manitou Springs Parking Authority to cover cost of operating the parking management program. Parking fees generated in the Barr Trail parking lot may be used for improvements on the Incline per the terms of the Lease Agreement between the City of Manitou Springs and Colorado Springs Utilities.
- Includes Citizen Advocacy and Fundraising Group: promotion of carefully managed number of special events; merchandise for resale through local retailers and/or on-line.

STAGE B.10 SIGNAGE FOR THIS NEXT STAGE WILL PROVIDE ADDITIONAL WAYFINDING, AND SAFETY SIGNAGE. SIGNAGE PERTAINING TO TRAIL ETIQUETTE AND ENVIRONMENTAL EDUCATION MAY ALSO BE ADDED. SIGN MESSAGES MAY BE GROUPED, CLUSTERED OR APPLIED TO TIE SURFACE.

WHAT:

- Wayfinding Map at top of Incline to identify trail routes down.
- Sign at bailout location to locate trail route down.
- Trail Etiquette signage.
- 'Stay on the Trail' with environmental message.
- Parking regulations and striping, if necessitated by changes of alternatives.
- Environmental closure signs at closed area at top of Incline.
- 'How to get Involved' with Citizen's Group contact information.

WHY:

- Signage is needed to communicate Rules of Use and User Behavior guidelines.
- Signage is needed to communicate any changed or alternative parking regulations.
- Communication of Rules and Regulations allows enforcement implementation.

HOW:

- Design desired signs in compliance with Signage Standards set in Stage A.
- Adapt cohesive parking and pedestrian safety striping and signage package.
- Install Incline signs by City of Colorado Springs or Incline management entity.
- Install necessary parking signage and striping jointly by the City of Manitou Springs and the City of Colorado Springs or Incline management entity.


Stages Implementation, (contd.)

STAGE C

STAGE C.1 TRAILHEAD AT BASE OF INCLINE IN COG RAILWAY PARKING LOT AND TRANSIT STATION

WHAT:

- Create a Manitou Springs Transit Station. A possible location that has surfaced as part of this study is the Iron Spring Chateau property. This site offers the opportunity for a public/private development. The Iron Springs Chateau property presents advantages to Incline users as well as providing adjacent connectivity to Pikes Peak Cog Railway patrons and staff, Barr Trail, Barr Camp, Manitou Springs Trail System, and Ruxton Avenue residents and businesses. Evaluating a Manitou Springs Transit Station is recommended as part of a public process supported Manitou Springs Transit System Plan that includes considerations of potential system hubs, stops and service for residents, tourists and businesses. If the Manitou Springs System-Wide Trailhead is located in the Ruxton Avenue corridor, the transit station in the same corridor will open up redevelopment opportunities at the System-wide Trailhead site.
- Review functionality of the emergency response staging area and adjust as needed.

WHY:

- Transit station has the potential to greatly reduce vehicle trips on Ruxton Avenue.
- Fulfills public's desire for a shuttle option for Incline users.

HOW:

- Initiate and complete Manitou Springs Transit System Plan. City of Manitou Springs will determine appropriate timing in collaboration with Ruxton Avenue businesses.
- Identify opportunities for collaboration and mutual benefit between the Incline management entity and Manitou Springs Transit System.
- Identify potential public/ private development partnerships.

STAGE C.2 TRAFFIC AND PARKING FOR STAGE C INCLUDE A GENERAL DISCUSSION OF NEEDS FOLLOWED BY DETAILED MANAGEMENT APPROACHES FOR SPECIFIC ZONES IN THE RUXTON CORRIDOR.

GENERAL DISCUSSION:

- A transit station at the Iron Springs Chateau property will require a shuttle system with convenient access and an efficient schedule to and from the downtown core and the station. The established parking facilities in the corridor will need to be reviewed and fee structures adjusted or implemented to encourage use of designated lots and the transit system. The roadway system and parking facilities surrounding the property would be redeveloped to provide the most efficient system to Upper Ruxton Avenue. The parking area at the stable property will be removed and redeveloped to encourage use of the transit station. Other parking areas in the corridor may also be removed or additional restrictions applied to encourage use of the transit station. With the transit

Stages Implementation, (contd.)

station option and the loss of parking in the Ruxton Avenue corridor, additional parking opportunities in the downtown core are necessary and should be pursued.

- Signing strategies for the corridor include giving direction to public parking areas in the downtown area and static signs on Manitou Avenue indicating the cost of parking at the Barr Trailhead with comparative costs to other downtown lots.

FOR THE FOLLOWING DETAILED RECOMMENDATIONS IN THE RUXTON CORRIDOR REFER TO MAP ON PAGE IV - 26 FOR ZONE LOCATIONS.

- **Zone A - Barr Trail Parking Lot**

WHAT: No change to infrastructure. May need to adjust fee structure.

WHY: Fee structure may need to be adjusted to balance increased demand on Barr Trailhead use from Manitou Springs System-wide Trailhead and Transit Station.

HOW: Fee adjustments should be considered jointly by the Incline management entity and the City of Manitou Springs.

- **Zone B - Cog Railway Parking Areas**

WHAT: No change.

- **Zone C - Iron Springs Chateau Parking Area**

WHAT: Provide limited paid parking around the transit station and implement a fee structure to offset the demand for access from multiple uses including trails, Cog Railway, and shopping.

WHY: Adjustment of parking fees are intended to encourage use of the transit station.

HOW: Fee additions and adjustments should be considered jointly by the Incline management entity and the City of Manitou Springs.

- **Zone D - Public Spaces between Cog Railway entrance and Winter Street**

WHAT: With additional access to Upper Ruxton through the transit station at the Iron Spring Chateau, these spaces would be unnecessary public parking. The spaces would be reclaimed to allow a redevelopment of the roadway network and the transit station with enhanced pedestrian spaces. The street spaces allocated to the Cog Railway in trade for the trailhead at the base of the Incline in Stage A will remain in the Cog Railway's control.

WHY: Constrictions in this area continue to necessitate shared space for vehicles and pedestrians. Reconfiguration will provide enhanced safety and aesthetic conditions.

HOW: Planning and design of this areas is recommended as part of the Manitou Springs Transit System Plan.

- **Zone E - Public Spaces between Fairview Avenue and the Creek Bridge East of Pilot Knob**

WHAT: The City may need to reclaim spaces for development of the transit station. Adjust the fee structure on remaining spaces to offset the demand for access from multiple uses including trails, Cog Railway, and shopping.

WHY: Adjustment of parking fees are intended to encourage use of the transit station.


Stages Implementation, (contd.)

HOW: Fee additions and adjustments should be considered jointly by the Incline management entity and the City of Manitou Springs.

- **Zone F - Public Spaces between the Creek Bridge East of Pilot Knob Avenue and Osage Avenue**

WHAT: No change .

- **Zone G - Public Spaces between Osage Avenue and Manitou Avenue**

WHAT: No change.

STAGE C.3 INCLINE CORRIDOR IMPROVEMENTS TO THE INCLINE – THE MINIMALLY DETERIORATED SECTIONS POSING THE LOWEST SAFETY RISKS AND ENVIROMENTAL DEGRADATION (APPROXIMATELY 46%). CONSIDER A PHASED APPROACH TO THESE IMPROVEMENTS.

WHAT:

- Develop site-specific structural and drainage construction drawings for the 46% of the Incline designated Condition 1-2. These areas pose the least concern both for safety risks and environmental degradation. Final design will be based on the Incline Design Recommendations set forth in this Manitou Incline Site Development and Management Plan. *(See Appendix F)*
- Develop Implementation Schedule based on current costs and community participation (helicopter and or vehicular materials transportation). All construction components are anticipated to be volunteer-appropriate. It is anticipated that a phased construction approach will be utilized. The Stage C corridor improvements will be implemented over a few years and the Incline may be temporarily closed during these times. The implementation schedule will require close coordination with the landowners.

WHY:

- Construction will focus on the Incline conditions posing safety risks and environmental degradation. Construction will address safety and environmental concerns with the purpose of establishing and maintaining tie alignment and stability.

HOW:

- Obtain site-specific trail design approval from landowners and Colorado Springs Utilities for consideration of the high pressure transmission lines.
- Initiate access agreements with landowners for trail construction.
- Consider prohibiting access to the Incline for user and volunteers safety.
- Contract phased safety and drainage work, if necessary.
- Initiate appropriate volunteer construction projects built to Incline Design Recommendations.

STAGE C.4 MITIGATE LONG-TERM ENVIRONMENTAL ISSUES

No Change from Stages A and B.


Stages Implementation (contd.)
STAGE C.5 REVENUE GENERATION

WHAT: Generate revenue for both capital and ongoing operations in an amount to support Stage C.

WHY: Citizen input supported economic sustainability. Limited tax resources will need to be supplemented with alternative sources of funding including grants, user donations, general donations, sponsorships, partnerships and others.

HOW: Pursue a comprehensive funding strategy as follows generating revenue in an amount to support Stage C:

Capital Funding - No change from Stage A.

Operational Funding (will need to cover expenses related to a fee-based parking plan and maintenance labor)

- Includes options from Stages A and B.
- Includes rental of Incline for special events by entity.
- Includes consideration of user fees for groups and individuals.
- Includes "Official" Incline event fees; consideration of reduced fees for Manitou Springs residents, school groups (promote high school use).

STAGE C.6 SIGNAGE IN STAGE C PERTAINING TO HISTORICAL AND ENVIRONMENTAL INTERPRETATION MAY BE ADDED. SIGN MESSAGES MAY BE GROUPED, CLUSTERED OR APPLIED TO TIE SURFACE.

WHAT:

- Historical Interpretive signage.
- Environmental Interpretive signage.
- Parking regulations and striping, if necessitated by changes of alternatives.

WHY:

- Signage is needed to communicate Rules of Use and User Behavior guidelines.
- Interpretive signage expands the Incline user experience.
- Communication of Rules and Regulations allows enforcement implementation.
- Fulfills public's desire for improved communication regarding interpretation.

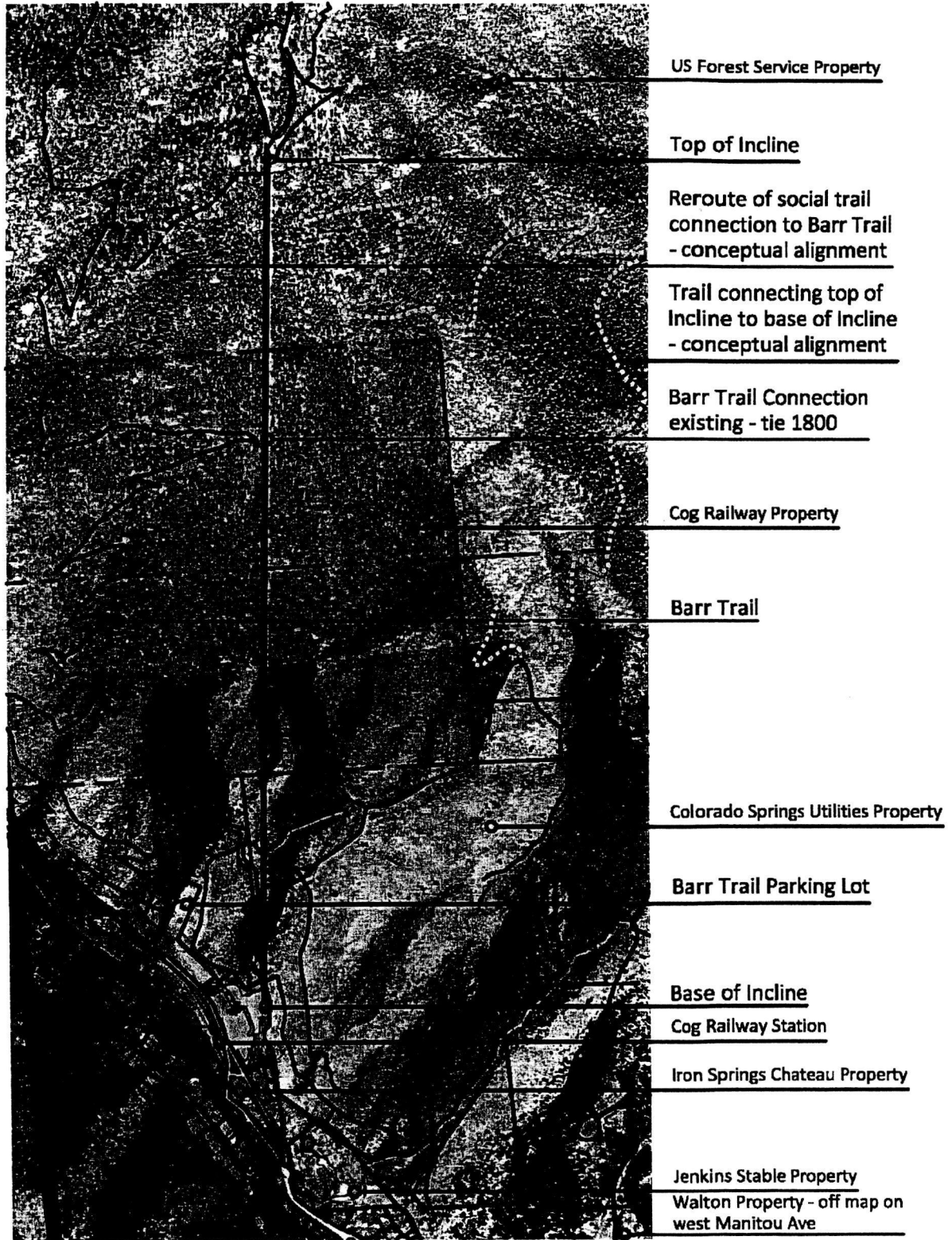
HOW:

- Design desired signs in compliance with Signage Standards set in Stage A.
- Adapt cohesive parking and pedestrian safety striping and signage package.
- Install Incline signs by City of Colorado Springs or Incline management entity.
- Install necessary parking signage and striping jointly by the Cities of Manitou Springs and Colorado Springs or Incline management entity.

The following ILLUSTRATIONS AND GRAPHICS correspond to all Stages.

Stages Implementation (contd.)

Manitou Incline Site Map



Stages Implementation (contd.)

Ruxton Corridor Parking Zones



-  **Zone A**
Barr Trailhead
Parking Lot
-  **Zone B**
Cog Railway
Parking Areas
-  **Zone C**
Iron Springs Chateau
Parking Area
-  **Zone D**
Public Spaces between
Cog Railway entrance
and Winter Street
-  **Zone E**
Public Spaces between
Fairview Avenue and
the Creek Bridge
East of Pilot Knob
-  **Zone F**
Public Spaces between
the Creek Bridge East
of Pilot Knob
and Osage Avenue
-  **Zone G**
Public Spaces between
Osage Avenue
and Manitou Avenue

Stages Implementation (contd.)

Incline Corridor Condition Ratings

Below is a brief description of the condition ratings, descriptions of each condition. The table on the next page indicates the location - in 12 tie segments - of the various conditions.

All Incline corridor improvements are to meet the following requirements:

- Maintain character;
- Use natural materials
 - Similar timber material
 - Native rock;
- Must consider available site materials and material delivery.

CONDITION DESCRIPTIONS

- | | |
|---|--|
| <p>CONDITION 1 – NO PROBLEMS 17%</p> <ul style="list-style-type: none"> ▪ Ties are parallel to grade ▪ Less than 50% exposure <p>CONDITION 2 – EDGE EROSION 29%</p> <ul style="list-style-type: none"> ▪ Ties are parallel to grade ▪ Greater than 50% exposure at mid ▪ Edges may be undermined <p>CONDITION 3 – SOME PINNED 25%</p> <ul style="list-style-type: none"> ▪ Ties are parallel to grade ▪ Greater than 50% exposure at mid ▪ Edges may be undermined ▪ Up to 25% of ties are external pinned <p>CONDITION 4 – MORE PINNED 6%</p> <ul style="list-style-type: none"> ▪ Ties not parallel to grade ▪ Full tie exposure ▪ Greater than 25% external pinned | <p>CONDITION 5 – FULLY UNDERMINED 3%</p> <ul style="list-style-type: none"> ▪ Ties not parallel to grade ▪ Fully undermined ▪ Most or all are external pinned <p>CONDITION 6 – MAJOR PROBLEMS 8%</p> <ul style="list-style-type: none"> ▪ Ties not parallel to grade ▪ Ties fully undermined and shimmed ▪ All are external pinned <p>CONDITION 7 – COMPLETE FAILURE 11%</p> <ul style="list-style-type: none"> ▪ Ties not parallel to grade ▪ Reconstructed tread |
|---|--|

CONDITION SUMMARY

CONDITION	#1	#2	#3	#4	#5	#6	#7	TOTAL
NUMBER OF SECTIONS	37	63	55	14	7	18	25	219
% OF TOTAL	17%	29%	25%	6%	3%	8%	11%	100%
APPR. # OF TIES	456	777	678	173	86	222	308	2700
APPR. LENGTH (FT)	743	1266	1105	281	141	362	502	4400
	#1 & #2	46%	2009	ft				
	#3 & #4	32%	1386	ft				
	#1 - #4	77%	3395	ft				
	#5 - #7	23%	1005	ft				

Stages Implementation (contd.)

Tie #	Grade	Tie Condition
0		
12.5		
25		
37.5		
50		2
62.5		2
75		2
87.5		2
100		2
112.5		2
125		2
137.5		2
150	38%	3
162.5	38%	3
175	38%	3
187.5	38%	3
200	38%	3
212.5	38%	3
225	38%	1
237.5	38%	1
250	38%	1
262.5	38%	1
275	30%	1
287.5	30%	1
300	30%	1
312.5	30%	1
325	30%	1
337.5	30%	1
350		
362.5		
375		
387.5		
400		2
412.5		2
425	40%	2
437.5	40%	2
450	40%	2
462.5	40%	2
475	40%	2
487.5	40%	2
500	40%	2
512.5	40%	2
525	40%	1
537.5	40%	1
550	40%	1
562.5	40%	1
575	40%	2
587.5	40%	2
600		2
612.5		2
625		1
637.5		1
650		3
662.5		3
675	40%	3
687.5	40%	3
700	40%	4
712.5	40%	4
725	40%	4
737.5	40%	4
750	40%	3
762.5	40%	3
775	40%	3
787.5	40%	2
800	40%	3
812.5	33%	2
825	33%	3
837.5	33%	3
850	33%	3
862.5	33%	3
875	33%	3
887.5	33%	2
900	33%	3

Tie #	Grade	Tie Condition
912.5	33%	2
925	33%	2
937.5	33%	2
950	33%	1
962.5	33%	1
975	33%	1
987.5	33%	2
1000	33%	2
1012.5	33%	1
1025	33%	2
1037.5	33%	2
1050	33%	2
1062.5	33%	2
1075	33%	1
1087.5	33%	1
1100	33%	1
1112.5	33%	2
1125	33%	1
1137.5	33%	1
1150	33%	3
1162.5	33%	1
1175	33%	2
1187.5	33%	2
1200	33%	2
1212.5	33%	1
1225	33%	1
1237.5	37%	2
1250	37%	3
1262.5	37%	2
1275	33%	2
1287.5	33%	2
1300	53%	2
1312.5	53%	2
1325	53%	3
1337.5	53%	3
1350	53%	3
1362.5	53%	3
1375	53%	3
1387.5	53%	4
1400	53%	2
1412.5	53%	2
1425	53%	3
1437.5	53%	3
1450	53%	3
1462.5	53%	2
1475	53%	3
1487.5	53%	2
1500	53%	3
1512.5	53%	2
1525	53%	3
1537.5	53%	3
1550	53%	3
1562.5	53%	4
1575	53%	4
1587.5	53%	4
1600	53%	4
1612.5	53%	4
1625	53%	4
1637.5	53%	4
1650	53%	4
1662.5	53%	4
1675	53%	4
1687.5	53%	4
1700	53%	4
1712.5	53%	4
1725	53%	4
1737.5	53%	4
1750	53%	4
1762.5	53%	4
1775	53%	4
1787.5	53%	4
1800	53%	4

Tie #	Grade	Tie Condition
1812.5		
1825		
1837.5		
1850		
1862.5		
1875		
1887.5		
1900		
1912.5		
1925		
1937.5		
1950		
1962.5		
1975		
1987.5		
2000		
2012.5		
2025		
2037.5		
2050		
2062.5		
2075		
2087.5		
2100		
2112.5		
2125	48%	
2137.5	48%	
2150	48%	3
2162.5	48%	3
2175	48%	2
2187.5	48%	2
2200	48%	2
2212.5	48%	2
2225	48%	4
2237.5	48%	2
2250	48%	3
2262.5	44%	3
2275	44%	2
2287.5	44%	2
2300	44%	2
2312.5	44%	3
2325	44%	3
2337.5	44%	3
2350	44%	4
2362.5	44%	4
2375	44%	4
2387.5	44%	3
2400	44%	3
2412.5	44%	3
2425	44%	2
2437.5	44%	3
2450	44%	3
2462.5	44%	3
2475	44%	3
2487.5	44%	3
2500	44%	4
2512.5	44%	3
2525	44%	3
2537.5	44%	3
2550	44%	3
2562.5		3
2575		1
2587.5		2
2600		4
2612.5		3
2625		3
2637.5		
2650		
2662.5		3
2675		3
2687.5		2
2700		2
2712.5		2
2725		2
2737.5		



Capital, Operational and Revenue Budget Estimates and Timeline

Citizen input indicated strong support for minimal reliance on tax revenues and high dependence on alternative sources of funding for an economically-sustainable operation. In today's economic climate, cities are struggling to maintain current operations, much less consider support for new operations. A specialty facility such as the Manitou Incline is not a core recreational public service. As a result, it warrants strong financial support from users and other alternative sources of funding. Currently there are no capital or operational funds allocated for the Manitou Incline.

The Manitou Incline Site Development and Management Plan required a multi-faceted budget estimating approach. The capital and operational cost estimates were generated in collaboration with City staffs. Where possible, quantities were measured and calculated from site analysis data. Unit costs reflect current direct bid values from the Cities, informal quotes from manufacturers, discussions with contractors, discussions with both City staffs and planning team experience.

In order to apply timelines and implementation scenarios to the cost/revenue estimates, the landowners and cities - US Forest Service, Manitou and Pike's Peak Railway Company, Colorado Springs Utilities, City of Colorado Springs and City of Manitou Springs - discussed and determined what resources they could individually contribute to the Incline implementation. With the contributions information, two revenue scenarios were studied: one mandating user access fees at the time of legal opening and one opening with voluntary user donations.

Due to the high cost of implementation for a user fee system, issues of increased liability, and other logistical concerns, this study recommends a voluntary user donation approach with consideration given to a fee system in the future as needs dictate.

Contributions of Landowners and Cities

The lists below outline the contributions determined by the landowners and the Cities' staffs. The revenue strategy and implementation strategy were determined with these contributions as a basis.

1. US Forest Service	estimated value
a. Stage A NEPA (waiver of Cost Recovery)	\$ 40,000
b. Stage B NEPA (possible waiver of Cost Recovery)	\$ 150,000
c. Initial Waiver of Special Use Permit annual fee	approximately \$ 250/year
d. Stage A Waiver of Special Use Permit revenue sharing	-
e. Stage B and C Special Use Permit revenue sharing	-
f. Operational Plan safety inspections and reviews	Staff
g. Permit Administration	\$5,000
2. Manitou and Pike's Peak Railway Company	
a. Incline Corridor Access Agreement	-
b. Base of Incline Trailhead on Cog Railway Property - parking space trade	-
c. Incline User Parking Program on private Cog Railway parking lot	-
d. Consideration of participation with Transit service and stop	-

**Capital, Operational and Revenue,
Budget Estimates, and Timeline (Contd.)**

3. Colorado Springs Utilities
 - a. Incline Corridor Executive Agreement with Colorado Springs Parks Recreation and Cultural Services for recreational use -
 - b. Colorado Springs Utilities High Pressure Line maintenance budget 2012-2016 - budgeted only, requires approval by Utilities Board each year \$ 300,000

4. City of Colorado Springs Parks, Recreation and Cultural Services
 - a. Execute IGA with Manitou Springs Staff and legal
 - b. Colorado Springs Incline management oversight including:
 - i. Coordination with Manitou Springs; Staff and legal
 - ii. Special Use Permit application and coordination with US Forest Service; Staff and legal
 - iii. Implement legal agreements with Cog Railway; Staff and legal
 - iv. Implement legal agreements with Colorado Springs Utilities; Staff and legal
 - v. Apply for grants and funding in partnership with Manitou Springs; Staff
 - vi. Coordinate with TOSC regarding Citizens Advocacy and Fundraising Group; Staff
 1. Coordinate on-going maintenance needs Staff
 2. Coordinate volunteer Incline specific crew leader training with Citizens Group; Staff
 3. Coordinate "dog day" assessment with Citizens Group; Staff
 - vii. Coordinate ongoing public input with Citizens Group, City of Manitou Springs staff, police, and first responders; Staff
 - viii. Coordinate allocation of Barr Trailhead parking fees and any future users fees ensuring accountability, revenue use restrictions and possible Advisory Group oversight; Staff
 - ix. Manage and execute construction projects. Staff
 - c. Design, create and install signage including: Safety, Rules of Use and Wayfinding at new trailhead and Barr Trail Parking Lot. Staff time only - materials and installation costs are Incline costs Staff
 - d. Colorado Springs Incline operations oversight including:
 - i. Colorado Springs Incline corridor annual review and maintenance; Staff
 - ii. Coordinate and execute US Forest Service Special Use Permit Operational Plan requirements; Staff
 - iii. Colorado Springs added to current contract - Temporary Port-a-lets \$ 7,128/year
 - iv. Colorado Springs oversight for Citizens Advocacy and Fundraising Group organized Volunteer Trail Work Day - Staff time only-food and materials costs are Incline costs Staff



**Capital, Operational and Revenue,
Budget, Estimates, and Timeline (contd.)**

5. City of Manitou Springs
 - a. Execute IGA with Colorado Springs Staff and legal
 - b. Coordinate with Colorado Springs Staff
 - c. Apply for grants and funding in partnership
with Colorado Springs Staff
 - d. Enforce Incline Rules - Police respond to complaints Police Staff
 - e. Base of Incline Trailhead - dedicate 10-15 on-street public
parking spaces to Cog Railway in exchange for trailhead space; Staff and legal
 - i. Negotiate and execute agreement with Cog Railway
for trailhead/on-street parking exchange. Staff and legal
 - f. Implement Incline Parking Recommendations in coordination
with overall City of Manitou Springs parking capital
infrastructure costs. Revenue sharing with the Incline is not
anticipated except at the Barr Trail Parking Lot as per the
Manitou Springs/Colorado Springs Utilities agreement
 - i. Stage A \$110,000
 - ii. Stage B not able to estimate
 - iii. Stage C not able to estimate
 - g. Implement Incline Parking Recommendations in
coordination with overall City of Manitou Springs parking
program operational costs - 1.5 full time parking staff
 - i. Stage A-B per year \$ 40,000
 - ii. Stage C not able to estimate
 - h. Trailhead Maintenance
 - i. Stage A - trash only Staff
 - ii. Stages B and C - trash and restroom maintenance \$3,000/year



Revenue Opportunities

The following potential revenue opportunities have been identified through research and personal contact as a starting point for funding improvements and operations of the Manitou Incline. Other opportunities may also be available and should be pursued. Revenue sources and potential grant values reflect research about, and in some cases direct consultations with, the granting agencies at the time of this writing.

Citizen Advocacy and Fundraising Group

Critical to the financial sustainability of the Manitou Incline is the establishment of a non-profit Citizen Advocacy and Fundraising Group to provide leadership, manpower and a mechanism to attract and pursue funding. The group will be tasked with the following for fundraising, along with its other advocacy objectives:

- Acquiring 501(c)3 status with the Internal Revenue Service or align with an existing 501(c)3 entity such as Trails and Open Space Coalition (TOSC).
- Pursuing both capital and operational funding through partnership with Colorado Springs and/or Manitou Springs by using grants, capital campaign, voluntary user donations for individuals and groups.
- Marketing to promote economic development and tourism.
- Pursuing partnerships and sponsorships.

Municipal Support

Includes existing tax and other sources for which the Incline may be eligible; use for matching funds when appropriate.

Colorado Springs

- In-kind capital and operational value that can be used as match for other grant funding
- TOPS (Trails, Open Space and Parks Sales Tax) - Colorado Springs voter approved 0.1% sales tax
- Conservation Trust Funds (Lottery)
- Other capital funding when available in the future

Manitou Springs

- In-kind capital and operational value that can be used as match for other grant funding
- Manitou Springs Open Space Fund
- Shared revenue from Barr Trailhead parking fees for parking enforcement and maintenance, if possible. All parking-related expenses, including an allocation for capital expense and annual operating expenses, must be covered first.
- Conservation Trust Funds (Lottery)
- Other capital funding when available in the future

Private Parking Revenue Sharing

- Shared revenue from parking lots that support both the Incline use and other private activity.



Capital, Operational and Revenue Budget Estimates and Timeline (Contd.)

Donations

- Outright contributions for support of Incline renovations and operations.
- Matching funds program.

Donations for Use

- Voluntary use donations – suggested donation for one time and frequent user.

Fees for Use

- A fee structure has been explored and assumptions made about the amount of revenue that can be generated. The fees generated must first be adequate to cover any expenses associated with the logistics of the collection of a fee, which will be significant in a somewhat remote location. A determination will be necessary on the feasibility of a fee system to support Incline use.
- The Colorado Springs City Attorney stated there is higher level of safety expectation when a mandatory fee is assessed. The attorney advised safety repairs must be in place prior to imposing the mandatory fee.
- In addition, if a mandatory fee is imposed, the City of Colorado Springs will no longer enjoy governmental immunity or the limits of liability associated with governmental immunity. To address this loss of immunity, the Colorado Springs Risk Supervisor, recommended purchasing Incline specific insurance coverage.

Potential Sponsorship and Retail Sales/Marketing

- Non-intrusive advertising sponsorship in character with the Incline.
- Generation of revenue from complementary services.
- Commission from Incline logo t-shirts, socks or other items.
- The Incline listed as a “must do” Colorado activity.
- Water, sunscreen, lip balm sales at base of Incline.
- Personal Trainer contracting.
- Fundraising events or activities.

Potential Grant Opportunities for Manitou Incline

These potential state, private, corporate, and federal grant opportunities provide a foundation for compiling a comprehensive list of relevant grants for the Manitou Incline.

1. State Opportunities

a. Great Outdoors Colorado

Contact: (303) 863-7522; www.goco.org

Exact dates for every GOCO grant cycle are set by the GOCO Board. However, GOCO generally offers two grant cycles annually—in the spring and fall—for the **Local Parks and Outdoor Recreation, Mini, Open Space, Planning and Conservation Excellence** programs. Applications for the spring grant cycle are typically due in March with grant decisions made by the GOCO Board in June. Applications for the fall grant cycle are typically due in August with decisions made by the GOCO Board in December.

- **GOCO LOCAL GOVERNMENT GRANTS**

The maximum grant request for LPOR grants is \$200,000. There is no maximum limit for the total project cost. Applications seeking grants for more than \$200,000 should apply for a Special Opportunity LPOR Development Grant. Municipalities, counties, and parks and


**Capital, Operational and Revenue,
Budget Estimates and Timeline, (Contd.)**

recreation special districts are the only entities eligible to apply for LPOR grants. GOCO will not fund more than 70% of the proposed project's eligible costs up to \$200,000. A minimum of 10% of the total project costs must be a cash match from the applicant and/or partners. Can apply simultaneously for State Trails Grants as long as scope is different. Can apply every cycle for phased work.

- **GOCO LOCAL GOVERNMENT MINI GRANTS**

The maximum grant request for Mini Grants is \$45,000. The total project cost of a Mini Grant project cannot exceed \$60,000.

- **GOCO SPECIAL OPPORTUNITY TRAIL GRANTS**

The maximum grant request for Special Opportunity Trail Grants can exceed \$500,000 for exceptional projects that demonstrate a need for higher levels of funding. GOCO just completed a cycle for this new grant category known as Special Opportunity Grants and will probably have another cycle in 2012. The category will probably have a different name in the future.

b. Colorado State Parks Trails Grants

Projects that build, enhance, maintain, or expand trails around the state receive GOCO funding through the Colorado State Trails Program, a partnership between GOCO and Colorado State Parks. However this is a separate funding source from GOCO and can be applied for at the same time as long as the scope of the project is different. Maximum grant amount is \$200,000, awards must be used within 2.5 years. Cycle is annual and you may apply every cycle. Lots of resource information is available on the State Trails web site. All grant Match Forms require 30% matching funds – no more, no less –of cash or in-kind and/or any combination of both. This 30% is 30% of the grant request only, not 30% of the total project cost. Eligible match items are what the agency is “bringing to the table”; the contributions of the agency and its partners. The more partners, the better. The State Trails Committee is looking for a quality project with broad community support. Volunteer labor is NOT an eligible Match Form item.

El Paso County has indicated it will be applying for a State Trails Grant in 2012 for the Ute Indian Trail Lower half - the trail that connects to the base of the Incline. It will be beneficial to highlight this connectivity. There is a limitation on the grant requests of \$200,000, so a joint application does not appear to be advantageous.

2. Private Foundation Opportunities

a. El Pomar Foundation

Contact: www.elpomar.org

Grantmaking is at the core of what El Pomar Foundation does. Since 1937, trustees of the Foundation have approved more than 10,000 grants totaling more than \$400 million to benefit the State of Colorado. Currently, El Pomar contributes more than \$17 million annually through

**Capital, Operational, and Revenue,
Budget, Estimates, and Timeline (contd.)**

grants to nonprofit organizations and government equivalents across Colorado. El Pomar is a general purpose foundation, which means the trustees approve grants across a broad spectrum of focus areas, including: arts and culture, civic and community initiatives, education, health, and human services. Typically, nonprofit organizations send in an application to the Foundation. The trustees evaluate it to determine their ability to support the proposal based on the mission and purposes established by Julie and Spencer Penrose.

b. Gates Family Foundation

Contact: www.gatesfamilyfoundation.org

The Gates Family Foundation invests in Colorado-based projects and organizations primarily through capital grants which have meaningful impact and enhance the quality of life for those visiting, working and living in the state. The Foundation seeks to promote self-sufficiency, excellence and innovation in education, healthy lifestyles, community enrichment, connection to nature and stewardship of the state's natural inheritance. The Foundation's actions will remain consistent with the founders' intentions and the principles of citizenship, entrepreneurship and free enterprise. The Foundation does not establish a dollar limit. Applicants must be classified as a 501(c)(3), or equivalent, by the Internal Revenue Service, and be able to provide proper tax-exempt documentation issued within the last five years.

c. Boettcher Foundation Grants

Contact: www.boettcherfoundation.org

The Foundation has announced that in 2011 it will be reviewing its grantmaking guidelines in an effort to more strategically serve the capital needs of Colorado nonprofits and communities. While it is taking formal applications at this time, it is interested in learning about capital projects. Provide information by clicking on the button (on the website) for information about revised grantmaking guidelines when they become available.

d. Other Local Foundations

Other local foundation support should be sought and researched.

3. Corporate Opportunities

a. Banks

The Community Reinvestment Act requires banks to invest in the communities in which they collect deposits. Because of this, most large banks have a centrally-administered community grants program that agencies or citizen groups can apply to for small grants, usually at the beginning of the year. The branch managers of these banks also have money that they can give to neighborhood community groups at their discretion. To get a larger grant, the program should probably include some kind of economic development, like employing local youth.

**Capital, Operational and Revenue,
Budget Estimates and Timing (Contd.)**

b. Recreational Equipment, Inc. (REI)

Contact: www.rei.com/aboutrei/stewardship_community.html

REI's giving and outreach efforts are centered on developing and supporting strong community relationships. The co-op's success is shared by awarding grants to employee-nominated nonprofits that focus on caring for recreation areas or increasing participation in outdoor activities - especially among youth. REI actively partners with leading outdoor groups and nonprofits that share its stewardship commitment. Its employees also volunteer thousands of hours each year in service projects to make public lands, parks, trails and waterways more inviting and accessible.

Capital and Operational Cost Estimates

Detailed cost estimates were calculated by directly measuring and estimating quantities from the proposed plans. Unit costs reflect direct costs from the two Cities, manufacturers' quotes and discussions with contractors. Both Cities' staffs have reviewed, discussed and refined the estimates. The capital and operational costs correspond to the Stages Implementation. Values are divided into Stages A , B and C. Each Stage is further categorized into: Capital Costs, Annual Operational Costs, In-Kind Service Values and Cost with Multiple Benefactors. In-Kind Service Values are the values of landowners' and Cities' contributions to the Incline, without anticipated reimbursement from the Incline management entity and with sole and direct benefit to the Incline users; these values can be leveraged as matching funds for larger grant applications. Costs with Multiple Benefactors are the values of landowners' and Cities' contributions, without anticipated reimbursement from the Incline management entity, where Incline users are only one of several benefactors; these values are recorded as recognition of the contribution, but are not eligible for use as matching funds. Below is a summary of the projected costs. *(The detailed cost estimate can be found in Appendix G)*

STAGE A

Capital Costs	\$892,130
Annual Operating Costs	\$2,415
In-Kind Service Values	\$382,928
Costs with Multiple Benefactors	\$109,250

STAGE B

Capital Costs	\$420,636
Annual Operating Costs	\$5,865
In-Kind Service Values	\$196,500
Costs with Multiple Benefactors	\$238,625

STAGE C

Capital Costs	\$154,928
Annual Operating Costs	\$80,415
In-Kind Service Values	\$1,500
Costs with Multiple Benefactors	\$0



Initial Opening and Timeline

Both users and stakeholders expressed strong sentiment that the economic sustainability of the Manitou Incline not be reliant on tax support. This study outlines an approach to implementation that requires a complement of revenue sources in the early years in order to complete substantial renovations. During and beyond that timeframe, alternative sources of revenue, highly dependent on users and advocates of the Incline, are determined to be adequate to cover the ongoing cost of operations and “give back” for that early support. In recognition of the potential for voluntary financial support, this plan recommends an approach that does not include mandatory fees for use.

Costs of implementation, designating a five-year approach to renovations, provides for minimal renovation in year one addressing issues of safety and security, with the bulk of renovations occurring in year four after adequate funds are generated to complete the work. This approach allows continuing use of the Incline with closures only when necessary for construction purposes.

For the complement of revenue sources necessary to generate approximately \$120,000 in year one and \$762,000 in year four, in year one we are recommending a GOCO planning grant for design work, use of TOPS funds, and revenue sharing with Manitou Springs of net proceeds from Barr Trail Parking Lot parking fees. This will be supplemented by donations for individual use of the Incline, outright donations from other sources, and sponsorships, all activities that will require substantial effort by the citizen advocacy and fundraising group. In addition, year four costs are suggested to be offset by substantial and repeated grants from both GOCO and Colorado State Parks Trails programs. *(See Appendix H for details of the suggested Stage A revenues and timing)*

Potential for Recommended Donations

Initial anecdotal information suggested very high and continuous use of the Incline in its present state of approximately 75,000 to 100,000 “trips” annually. An actual count, using a CDOT counter, was taken over an 18-day period in September 2010, allowing an extrapolation of data, which provided evidence of actual use ranging as high as 350,000 to 500,000 “trips” annually.

Taking a very conservative approach toward voluntary revenue generation from users, our analysis uses an estimate of 250,000 annual trips. Assumptions are made about the numbers of frequent, moderate and one-time users, resulting in a determination of approximately 39,500 “unique” users with the potential to support the Incline through a voluntary donation for their use. Assuming just 10% of those unique users would donate between \$0.89 and \$2.00 per use, \$26,500 in revenue would be generated. It is reasonable to believe that an additional allowance to pay for Incline advocates to be on-site during high use times promoting the concept of voluntary donations (as opposed to mandatory fees) as the means to assure that the Incline remains a feasible operation, could result in a much higher figure.

An example of actual voluntary donation experience on the nearby Barr Trailhead has yielded a dismal result reported as low as \$600 annually. There are significant differences in use and approach that hold promise for the Incline. The Manitou Incline is a unique facility and sheer numbers of current users far out-number trail users other regional trails. The Incline provides an incredible and nationally touted “fitness tourism” experience, one for which out-of-town users would expect to pay a fee for use, and for which many local users have indicated their willingness to contribute. The donation collection strategy is expected to be assertive, using web site access as well as collection on-site through a very visible and



enticing station. The Citizen Advocacy and Fundraising Group is expected to play a major role in promoting the concept of voluntary donation.

A Mandatory Fee Concept

The consultant team and Task Force also explored a mandatory fee concept which results in a much higher revenue generation. However, it also requires significant logistical effort and associated operational costs. Much of the Stage A renovations recommended in this study would need to take place before the Incline is legally opened with the users fee in order to provide the level of service that is tantamount to the fee assessed and in order to meet the higher safety standards implied by the users fee. In addition, the collection of user fees impacts the Cities' governmental immunity for liability and will mandate the purchase of an Incline-specific insurance rider. This substantially changes the mix and timing of various potential revenue sources, possibly making it much more difficult to achieve.

A mandatory fee concept could be considered again in the future should the voluntary support for the Incline not prove adequate. The managing entity will monitor donation revenue and adjust the funding approach if necessary.



Capital, Operational and Revenue, Budget, Estimates, and Timeline (contd.)

Timeline

The following schedule lays out the steps from Plan approval to legal recreational access to the Incline. The steps are divided in two categories: Actions required prior to legal opening and actions recommended, but not necessary prior to legal opening.

	March	April	May	June	July	Aug	Sept	Oct
Actions Required prior to legal opening in 2011*								
1. IGA between Cities	█							
2. Agreement between Colorado Springs Parks, Recreation and Cultural Services and Cog Railway	█							
3. Agreement between Colorado Springs Utilities and CS Parks, Recreation and Cultural Services	█							
4. Agreement for parking exchange between Manitou Springs and Cog		█						
5. US Forest Service Special Use Permit application submitted to US Forest Service by Colorado Springs	█							
6. US Forest Service Special Use Permit: study complete and Permit granted			█					
7. Barr Trailhead: design and install barrier fencing surrounding parking lot, close social trail access, signage design and installation messages to include safety and wayfinding			█					
8. Base of Incline Trailhead: professional design, port-o-lets, signage design and installation messages to include safety, rules of use, wayfinding, first responders' staging and pedestrian area painting			█					
9. Safety repairs to trail connecting Barr Trailhead to base of Incline: professional design, volunteer coordination and work days			█					
10. Safety repairs to Incline including: debris and hazardous rebar removal and tie stabilization. Incline will be closed during work.			█					
11. Citizen Advocacy and Fundraising Group: organized and implemented education and recommended donation program in place	█							
12. Parking regulations along Ruxton Avenue and residential parking program in surrounding neighborhoods	█							
13. Parking access management at Barr Trailhead Parking: parking kiosk	█							

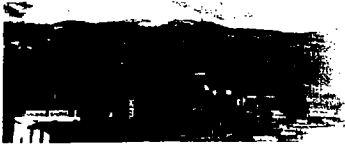
* available funding may impact timing



Capital, Operational and Revenue Budget Estimates and Timeline (Contd.)

	March	April	May	June	July	Aug	Sept	Oct
Actions Recommended prior to legal opening in 2011*								
1. Grant Application schedule for Incline coordinated with other City applications (not grant submittals)	█							
2. Reroute of social trail at top on Incline to Barr Trail					FOLLOWING COMPLETION OF SPECIAL USE PERMIT █			
3. Parking improvements at Barr Trailhead: professional design, paving and striping		█						
4. Revegetation and restoration at Barr Parking lot and trail connecting Barr to base of Incline			█					
5. Trailhead: bike rack			█					

* available funding and staff time may impact timing



Planning Context

In any complex integrated planning strategy, recommendations and strategies overlap with related planning documents and processes. This is true of the Manitou Incline Site Development and Management Plan.

The recommendations and options presented in this plan interface with four existing planning efforts. They include:

- Manitou Springs Open Space Plan;
- Colorado Spring Utilities South Slope Watershed Plan - Ute Pass Trail;
- Manitou Springs Parking Authority Board; and
- Transit Options Regional and/or Manitou Springs.

A brief discussion of each study's relationship with this Manitou Incline Site Development and Management Plan follows.

Manitou Springs Open Space Plan - 1997

Based on consistent public input during the Incline planning, there is strong public desire for a comprehensive trails master plan as part of the Manitou Springs Open Space Plan. Citizens desire that this plan create a vision for an interconnected system and regional trailheads providing access to that system. The Stage B implementation recommendations of this plan refer to the Manitou Springs Open Space Plan and recommend considering regional trailhead locations that can serve both Manitou Springs trail system users and Incline users.

Colorado Spring Utilities South Slope Watershed Plan - Ute Pass Trail Improvements - Design and Construction Notes Draft - October 18, 2010

The Colorado Spring Utilities South Slope Watershed Plan adopted in 2010 includes recommendations for rerouting the Ute Trail. In the Ute Pass Trail Improvements - Design and Construction Notes Draft dated October 18, 2010 the reroute recommendations are consistent with the recommendations of this study. It will link Ute Trail users to the Barr Trail trailhead via improvements to the contour social trail currently connecting the base of the Incline to the Barr Trail Parking Lot. According the El Paso County Park Planning staff, El Paso County will pursue GOCO funding in 2012 to construct the lower portion of the Ute Trail reroute. Given the GOCO selection criteria, this provides an excellent opportunity for demonstrating regional coordination and project interconnectivity in grant submissions.

Manitou Springs Parking Authority Board - 2009-present

Based on consistent public, neighborhood and staff input, parking throughout Manitou Springs is a concern. Parking solutions along Ruxton Avenue are the focus of this Manitou Incline Site Development and Management Plan. All recommendations within this plan were discussed and coordinated with the Parking Authority Board (an advisory committee appointed by City Council), Manitou Springs parking consultants, residents, and Manitou Springs staff. The City of Manitou Springs is responsible for implementation of the parking recommendations in this plan. It is anticipated that the Staged implementation will allow Manitou Springs flexibility with how it implements the parking recommendations in conjunction with its *Parking Management Study* Completed by Carl Walker and other City-wide commercial and residential programs.

 **Planning Context (contd.)****Transit Options - Regional and/or Manitou Springs**

The public voiced a desire for transit-based access to the Incline, recognizing both the environmental and community benefits of transit. The public also recognizes the need for clean, reliable service that corresponds to the times of peak Incline use and the need to adjust parking opportunities in order to encourage ridership. This plan recommends Manitou Springs consider undertaking a Transit Plan in Stage C that includes ridership by Incline users. Manitou Springs is currently participating in a Regional Transit Task Force which is looking at the regional transit issues; because of this, the City staff and Parking Authority Board are exploring ways to get a circulator up and running.



**Manitou Incline
Site Development and
Management Plan**

APPENDICES

prepared by



Tapis Associates, Inc.
Kezziah Watkins
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Loris and Associates, Inc.
ERO Resources Corporation

final draft 04 February 2011

Appendix A



The Incline Project Critical Issues to Date

The following issues and proposed solutions were gathered through Incline Task Force meetings, an Incline site visit, and key stakeholder interviews

Issue Category	Issues and Proposed Solutions
Parking and Traffic	<p>Issues</p> <ul style="list-style-type: none"> - Reduce congestion - Parking and traffic are the biggest and hardest Issues to solve ✓ - Make the parking solution comprehensive by considering measures that impact both hikers and people who use the Cog - Conditions of Ruxton and Hydro make them inadequate for traffic ✓ - Enforcement ✓ - Should multi-user shuttle solutions be considered? ✓ - Overlapping parking needs: Church (Street) vs. trail - Access: one, multiple, location? ✓ - Destroying the town's historic fabric just to provide more parking <p>Proposed solutions</p> <ul style="list-style-type: none"> - Consider all the "social" parking lots, e.g. by the radio tower, Hogginbotham Hats, and Quarry Falls - We need to think of smaller, pocket parking to help solve the problem - Maximize use of the Iron Springs parking lot through better management and make it part of the solution - Meter the Barr Tail parking lot with a sign below that says "Lot Full" and provides information on parking alternatives ✓ - Make Ruxton Avenue parking by residential permit only - Make parking, restrooms, and access in one area - Step up enforcement of current laws - Try enforcement first to see if that fixes the problem before you take more drastic measures ✓ - Shuttles should go up and down Ruxton Avenue ✓ - In the 1920s or 30s there was a trolley from the Loop building to the Cog Railroad so there is historic precedence for this type of transportation - Build a parking garage downtown with shuttles to serve all of Ruxton Avenue ✓ - A shuttle is preferable to a parking garage - There's discussion of a parking garage with fees - Make the Barr Trail parking lot for Barr Trail use only ✓ - Institute paid parking - Install signage to direct Incline parking away from Cog or Barr parking - When trails are connected people will start parking at other places, will make trail loops, and will help solve some of the parking and traffic problems

✓ indicates the item was mentioned multiple times

Appendix A (contd.)

Issue Category	Issues and Proposed Solutions
Trails & Trailheads	<p>Issues</p> <ul style="list-style-type: none"> - Erosion, drainage and sediment control ✓ - Include Barr Trail in planning - Barr Trail's capacity and the wear and tear on it - Social trail at the top of the Incline should be sustainable and safe ✓ - Integration, coordination, and connectivity of trails and trailheads in the area ✓ <ul style="list-style-type: none"> o Congestion on the trail systems and the Barr Trail area and Ruxton Avenue o The capacity on all trails in the area and on Ruxton Avenue ✓ o Utilities has proposed to relocate the Ute Indian Trail trailhead to the Barr Trail parking lot o There's an opportunity to diversify use patterns of trails in the vicinity and disperse use in the whole area o A trail network is needed to disperse the use and parking o Loss of trail connections <p>Proposed Solutions</p> <ul style="list-style-type: none"> - Stop foot traffic up Incline from Barr Trail - Make a new Incline trailhead at the very bottom - Reroute the social trail off the top of the Incline - Make the parking lot for Barr Trail only - Relocate the Barr Trailhead to get all the traffic off Ruxton. Put it by Indian Spring at the west end of Manitou Avenue and close the existing Barr Trail lot - Preserve the Incline route up to Barr Trail - Map the larger trail network and provide other access points for the Incline - Look at things like parking in Higginbotham Flats and along Manitou Avenue - The existing Utilities pipeline single track trail above Rattlesnake Gulch could be connected through the Cog easement and a trail run from the Incline switchback over to Ute Indian Trail - Ute Indian Trail, the Intemann Trail, Ring the Peak, the American Discovery Trail, the Williams Canyon Trail, and the Waldo Canyon Trail are all in the area. There needs to be an integrated approach - Connect Ute Indian Trail and the Intemann Trail to the Incline - Integrate the trailhead for Ute Indian Trail - The County sees Ute Indian Trail as the spine trail that they would like to connect to Rainbow Falls

Table of Contents (contd.)

Issue Category	Issues and Proposed Solutions
<p>Incline Site</p>	<p><u>Issues</u></p> <ul style="list-style-type: none"> - Circulation control ✓ - "Passive" areas for picnics, reflection, relaxation ✓ - Concentration of surface water and dumping into the drainage to the north; understand impacts to adjacent drainage; possibly sheet flow - Make the Incline legal ✓ - It's a special thing ✓ <ul style="list-style-type: none"> o It's a training site for climbs in the Himalayas and for the Fourteeners and there are local group traditions connected to it o Open it and have it become another tourist attraction that could benefit the town and keep more people downtown o The Incline is part of Manitou's identity and has the potential to bring more people into the business district and even the Heritage Museum o It's a really unique feature of Manitou Springs as the highest and steepest incline in America o It's a key community asset. If it were closed it would be a huge failure for the community <p><u>Proposed Solutions</u></p> <ul style="list-style-type: none"> - Make incline traffic one-way going up ✓ - Replace metal drums and culverts with new - Stabilize / secure railroad ties - Rest spots integrated with stabilization; need to block / discourage social trails from stops - Don't want it "Disney-ized": smooth staircase and uniform steps ✓ - Keep the historic, rustic nature, with the railroad ties and the drainage pipes - <u>Not</u> a "Stairway to heaven"; not easier, just safer ✓ - Don't sanitize it and clean it up too much—it's an adventure

Appendix A (contd.)

Issue Category	Issues and Proposed Solutions
<p>Operations, Management, Marketing</p>	<p><u>Issues</u></p> <ul style="list-style-type: none"> - Operation <ul style="list-style-type: none"> o Solutions should be comprehensive and include alternatives o How to let people use the Incline for hiking and recreation purposes without driving the neighbors crazy o Ongoing maintenance needs o The plan needs to account for trail maintenance and who's going to do it o A sustainable trail o Security and maintenance of the Colorado Springs Utilities' (CSU) infrastructure in the area <ul style="list-style-type: none"> ▪ A plan to upgrade the Incline could help improve erosion on the water line adjacent to it ▪ CSU may need to temporarily restrict use because of maintenance activities o Coordinating the use of public facilities and producing revenue from that use will protect the trail and the CSU watershed o Hours of operation: effect on residents' quality of life o Liability: who is responsible? o Can access to the Incline be controlled? o Who will operate it? - Safety <ul style="list-style-type: none"> o Emergency access routes and staging, top and bottom o Not a danger to users o Too many liabilities could cause the closure of the Incline o Having people on it who shouldn't be there because of their physical capacity o Safety of users and residents - Education and Regulation <ul style="list-style-type: none"> o Post trail etiquette signs o Dogs, dog waste, dogs off-leash o Human waste and toilet paper in surrounding area o Volunteer stewardship; dedicated group for Incline o Coordinate volunteer activities for mx (?) o Historic and interpretive programs o Trail locational markers for emergency services o Rules and regulations o Education is key o Enforcement o How many people should be on it at one time in order to be able to have a meaningful experience?

Table of Contents (contd.)

Issue Category	Issues and Proposed Solutions
<p>Operations, Management, Marketing</p>	<p>Issues (continued)</p> <ul style="list-style-type: none"> - Funding <ul style="list-style-type: none"> o Congestion solutions: paid for by user fees and partner entities o Fee-based? ✓ o How to fund? Not an asset unless it pays for itself o Revenue stream to maintain trail and parking o Viable funding options to solve the whole problem <p>Proposed Solutions</p> <ul style="list-style-type: none"> - Trash cans at key locations - The City of Colorado Springs should not operate it because they would be managing the whole Ruxton canyon - Form an Upper Ruxton Management Association made up of various representatives from the area to operate the Incline - Liability is not an issue if the property owners sign it over to an operating agency; if it's a governmental agency it will have immunity - May need to fly in pipes for Utilities' electrical and water system repairs - Parking revenues must go for maintenance - Make the Incline self-sustaining through sponsorships or utility-related grants - Trail location markers for emergency services - Health and safety warnings: black diamond ranking - Establish and communicate rules of use - Communicate intensity of experience: black diamond ranking - Set guidelines for hikers, including a timeframe - Educate Incline users about having respect for a residential area

Appendix A (contd.)

Issue Category	Issues and Proposed Solutions
<p>Planning Process</p>	<p>Issues</p> <ul style="list-style-type: none"> - It's not going to be possible to make everybody happy - Manitou Springs residents should have more say than Colorado Springs residents - The planning process will be of benefit - Come up with a doable plan—not a "pie-in-sky" plan that just sits on a shelf - Consider implementing the Plan in phases, if necessary - The status quo can't continue. We need a decision; there's just too much damage occurring now and it's not sustainable - The process should produce a comprehensive, systematic solution that addresses parking and access issues and keeps the Incline open to the public and makes residents, visitors and owners all satisfied with the outcome - Implementation in general is a concern (more specifically funding and fragmentation of the effort) - The influence of the Manitou Springs Parking Authority Board; is there a better way to include them in the process so they don't turn down ideas without full consideration? - Commitment from members of the Task Force to see this through to full success - How can we find consensus on the Task Force? - How to deal with the attitudes of the property owners in the area - Bringing all the proper parties to the table with a commitment to addressing all the issues - Is there a clear consensus that the Incline will be opened? What's the goal? - Some property owners and some residents don't want the Incline open - Consider the Forest Service criteria - Is the Cog willing to share use of some of its property? - Are the true intentions out on the table from the property owners? - I'm concerned that the public meetings will be one-sided because people who use the Incline are doing something illegal. I'm afraid their voices will be diminished because of the trespassing issue - This process must be balanced



Appendix B

Critical Issues Summary

Critical Issues Related to Parking and Traffic

- Lack of parking capacity city-wide; need for expanded parking opportunities
- Residential and business impacts
- Coordination with city-wide parking planning and operations
- Need to reduce traffic congestion and improve circulation on Ruxton Avenue and the surrounding area
- Pedestrian safety
- Enforcement
- Unrestricted access for emergency responders

Critical Issues Related to Trails and Trailheads

- Incline erosion, drainage, and sediment control
- Integration, coordination, and connectivity of trails/trailheads in the area
- Trail connection to Barr Trail
- Safety
- Congestion
- Maintenance standards
- Incline access point(s)
- Impact on Barr Trail users
- Character of the Incline
- Environmental impact
- Need for “passive” areas

Critical Issues Related to Management and Operations

- Funding
- Implementation
- Capacity Control
- Marketing
- Managing/operating entity
- Liability
- Information/interpretation
- Education, etiquette for trail users
- Cleanliness/sanitation/user impacts
- Enforcement
- Access
- Emergency Response
- Signage



Appendix B (contd.)

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Appendix C

incline
THE PROJECT

Manitou Incline
October 21, 2010 Public Workshop
Small Group Responses

Stage A

(Note: Spaces between responses indicate each separate group's responses)

Question	Response
<p>Group particularly likes</p>	<ul style="list-style-type: none"> - Improve safety (#5 Incline Corridor Improvements) - Revenue (#8). Believe users should be supporting - Social trail connection at top to Barr Trail - Cog parking/trailhead - Stage A residential parking lower - Friends group - Bike rack - Restroom - Bike rack - Emergency response - Capability; doing best to come up with answers for all users: topo, population, users, owners - Like the "form" of the place - Fixing top and bottom connecting trails - Rules of use basic guidelines - Trailhead moved - Friends group - New trailhead location - New trails - No dogs - Use at own risk - One trailhead at base - Friends group inclusion - Maintenance - Bike racks - New way-finding - New downhill trail - Corridor improvements - The NEPA process is being implemented in the beginning - Establishing friends group

Appendix C (contd.)

Question	Response
<p><i>Has major concerns about</i></p>	<ul style="list-style-type: none"> - Feel strongly (re. rules of use) like to see extended hours. Many of our group believe 24/7 use would be good - Dawn/dusk (Barr Trail) just to convenience governing body, when not that many use outside daylight. Maybe more would use pre-dawn and alleviate parking pressure - Pet restriction—Trail pet station (bag/ pack out disposal) - Gate location - No real plan for parking lots at top. Where will replacement come from? - Incline users disadvantaged? - Dawn-to-dusk limitation is a problem—bad idea. Can't be enforced, too limiting - Dog discrimination; put dog poop in bags in adjacent yards (?) - Eliminating 1/3 and 2/3 connections not good - Need striping on Ruxton top to bottom - Concern with Ute Indian Trail being routed into Barr Trail lot - Parking plan??? Insufficient, need shuttle - This was not an "asset" before, why now? - Where is the Chamber of Commerce in this? Big picture, where is the overall leadership of the town? - Dawn access, pre[-dawn] needed - Mixed on top social trail at top—need a fast way down - Don't like dawn-to-dusk limit; people should be able to do it. This is not enforceable. Arbitrary restriction - Include the existing road linking top of Incline to Barr Trail in the NEPA process to allow use and signage - Parking still a problem; loss of parking when it's already short - Need "lot full" indicator down low, especially below Cog lots. Credit card system allows count of cars in lot and when cars exit - Money from parking and user fees needs to cover Incline administrative costs and then [go] to Incline - No connector trail from Barr lot to base of Incline. Barr lot should be for Barr Trail - Parking warning signs so there is no "circling" at Hydro and Ruxton. What if Barr Trail is full? Maybe move gate to Iron Springs - CSU needs access to pipeline - Dawn-to-dusk: re-visit - Removal of 100 parking spaces. Must relocate properly. Jenkins property doesn't alleviate Ruxton parking. Need public campaign to educate on parking options - Get feedback after each stage - Parking reduction does not address the many time-constrained users - Allow pets - Dawn-to-dusk is unacceptable - Cog parking 7-9 a.m. not high use - Manage Ft. Carson use—one truck for each soldier <u>not right</u> - Funding—sources seem vague and somewhat unsecured. Parking costs unclear. Both impact timeline of other projects/improvements. Concerned about timeline for implementation - No pets rule—more trash cans can be helpful and enforce leash law (per city ordinance). If you're following park policies, use the same one for this - Lack of parking—safety and lack of use - Dusk-to-dawn limitation is confusing, especially with Barr Trail next door; with parking limitations, could have safety issue

Table of Contents (contd.)

Question	Response
<p><i>Not needed; what should happen</i></p>	<ul style="list-style-type: none"> - No. Comprehensive, analyzed issues - Looks good as is - #6 [trail connectivity]; it should just go away or be whittled down - Trail connectivity; you need to focus on revenue and parking - The Jenkins parking; move to Stage A - Dawn-to-dusk; it should just go away
<p><i>Anything else?</i></p>	<ul style="list-style-type: none"> - Long-term with 15 minutes load/unload site - Please note: the majority of our group's concerns were addressed in Stage A - [Would like to forward] everything - Concerned about construction closure: how will it be closed and how can it be enforced? (theoretically it's closed now) - Advertising needs to be tactful. Sponsors on trash cans, restrooms, etc. seem good - Make a solid financial plan including user and parking fees, bonds for initial capital repaid with fees - Don't restrict Barr lot to Barr users until alternate parking implemented - Season passes (monthly, weekly, multi-use) - Sponsor ties - Secure funding before moving forward on anything - Consider an annual parking pass for friends group - Secure community funding support (e.g. kick-back on t-shirt sales) - Focus on what is broken, not what isn't

Appendix C (contd.)

Stage B

Question	Response
<p>Group particularly likes</p>	<ul style="list-style-type: none"> - Continued improvements - Connections from other trails really good - Regional trailhead - Parking fees along entire corridor - Regional trailhead should be free parking - Modify as needed; need to do this forever - Advisory Board—appropriate size and input - Modify rules of use as needed - Continued trail improvements
<p>Has major concerns about</p>	<ul style="list-style-type: none"> - Too many improvements: current missing ties, etc. keep it from getting boring - Jenkins lot a concern; doesn't solve traffic problem at lower Ruxton - Consider shuttle in Stage B - Fee-based services exclude lower-income users - Trail etiquette, educational, etc. signage should all be at base; only directional signage along Incline, except at "bail" point - Signage does not work - Keep downhill - No clear timeline for implementation - Restricted parking/fees (Don't know when Jenkins would be implemented?)
<p>Not needed; what should happen</p>	<ul style="list-style-type: none"> - More signage; it should just go away - Jenkins property lot; it <i>should</i> be moved to Stage C or just go away maybe (get easement from Jenkins, Midland right-of-way and use Walton) - B should be moved to C - Regional Manitou trail system trailhead; it should be moved to a later stage (fix the Incline first, unless a large grant is secured)
<p>Anything else?</p>	<ul style="list-style-type: none"> - Move the regional Manitou trail - Seasonality - Another study after one year to evaluate moving forward

Table of Contents (contd.)

Stage C

Question	Response
Group particularly likes	<ul style="list-style-type: none"> - Continued improvement to Incline - Transit station and shuttle - Historic interpretation - User fees - Group fees - Transit station (although a much bigger project) - Continued improvements
Has major concerns about	<ul style="list-style-type: none"> - User fees! - User fees for Incline offensive. Get an annual pass. No individual fees, groups OK - Fee-based services exclude lower-income users - Don't like removing parking, especially at regional trailhead - Fees for use: may lose governmental immunity. Need to investigate this - Timeline unclear (lacking a timeline) - Individual user fee—implementation and impact on operating costs
Not needed; what should happen	<ul style="list-style-type: none"> - User fees for individuals; should just go away - Transit/shuttle station; move to Stage A. The intention of this is that the shuttle should be moved up to address parking and traffic. - Transit station; move to Stage A. Need to do it early before private sector takes revenue. Revenue-sharing with private entity to get it in early
Anything else?	<ul style="list-style-type: none"> - One of the fee events could be a "dog day" - Collect parking fees, not user fees - Look at alternative/larger parking plan for Manitou - Electric shuttles - Re-route Cog to Red Rock Open Space - Continue to assess/re-assess rules in an ongoing manner (with advisory board)



Appendix C (contd.)

Individual Comments Submitted

I attended the meeting last night but had to leave prior to small group and comments. Can you update the web site and provide the new contact for Colorado Springs? Well organized and thorough.

I'm opposed to the dawn to dusk hours as referred to in the rules section.

I'm opposed to no pets in the rules section. If there are going to be trash bins then I recommend any pet owners are required to take poop bags with them and dispose of the waste accordingly. A dispenser could be placed at the trail head.

I'm opposed to the up only.

How will revenue sharing occur? I'm not a Manitou resident but there are impacts on roads, police, etc. as well as parking. Will Manitou receive additional funding from parking, use or other fees?

Does the Special Use permit go with the management company, owners or? If one entity is issued the Special Use and they depart, what happens to Special Use? Are there boundaries to be established for the Special Use?

The Task Force and Tapis Associates have done a very good job to date and I look forward to the information at the January meeting.

Sincerely,

J.V.

Roy,

Manitou Springs is having a follow-up meeting tonight to discuss the future of the Incline.

One of the dependencies that has emerged is the need for a shuttle service to minimize traffic on Ruxton. Another consideration that has been discussed is that many users of the Incline don't contribute to the economy of Manitou Springs, just its costs, often because when they get done they're sweaty and not in good shape to wander around town.

But perhaps the shuttle enables a solution to the latter problem: what do you think about the swimming pool providing showers to the general public, visiting athletes in particular? I assume that this happens today, but given that we're looking at a vast number of Incline users - does this pose a challenge or opportunity for you? Is this an opportunity to add a larger shower? Another hot tub? Additional funding? Additional services?

Has the concept of serving health & fitness tourists like this already been folded into your strategy?

And is there a high cost to support it? I'm assuming that today to use the shower a user must buy a ticket, perhaps if we had enough of these users - could this be cheaper?

Thanks for your time & consideration,

K.F.

**Table of Contents (contd.)**

Every study about the Incline mentions a shuttle as a possible solution to the parking problem.

It's time to recognize it won't work and not spend time on it. That may require someone studying the costs to show it's impractical. Manitou discontinued its shuttle when the grant expired because the estimated seasonal operating cost exceeded \$300,000. The cost of the shuttle for a recent function in Manitou was several hundred dollars for a partial day. Cost is a function of time, not distance travelled and a shuttle running down to dusk would operate as much as 15 hours/day in summer, as few as 9 hours in winter.

You need someplace to shuttle from. I doubt Manitou would give up any of its existing parking spaces. Three sites in Manitou large enough to provide the spaces needed are currently on the market for \$1,400,000 or more and would require substantial additional costs to get them in shape.

The closest thing to a shuttle might be running the city (COS) buses up Ruxton but that would be a hard sell. They are already considering discontinuing service on Canon Avenue because of the congestion.

J.F.

Thank you for considering banning pets from the Incline. I would love to go back there, however, last time I spent most of my visit dodging unleashed dogs. This current fad to bring your dogs along everywhere is getting ridiculous!! Specifically, to drag them along on the Incline hike presents a danger to other climbers. Someone needs to finally put a halt to this selfish behavior....it isn't cute and I am sure Fluffy would rather stay home, anyway.

Keep up the good work.

Mr. Snyder:

Please don't limit the Incline to not allow pets or access after dark! Every time I do the Incline, it is before work, when it is often still dark, and I take one of my dogs with me. Colorado Springs is such a dog-friendly place, please don't change that!

Respectfully,

K.M.


Appendix C (contd.)
MANITOU INCLINE DRAFT PROPOSAL OF 29SEP2010**Stage A comments:**

1. Current 'resident only' parking on Ruxton Avenue (RA) above Hydro Street (HS) to remain as designated.
2. Barr trailhead gate, as envisioned, to be installed at corner of RA and HS:
 - there is no turnaround capacity at top of HS for those not wanting to pay parking use fee
 - prevent large vehicles from entering HS and getting stuck
 - prevent vehicles from having to back down steep HS
 - HS residents given same gate access as emergency vehicles.
3. If not same gate installation as above (corner of RA and HS) then HS residents given free access to Barr trailhead gate so vehicles may turn around safely; driveway access at 3 HS only safe traveling downhill.
4. Install pedestrian crossing light at Cog terminal for safe pedestrian management at RA. Currently Cog allows pedestrians/ticket holders to wander across traffic and to stand/loll in RA ad lib without supervision as regards RA traffic both ways.
5. Without even a small user/daily fee (@ 100K-200K users per year) and with 'no operating funds allocated for the Incline' (cover letter, Para. 4, last sentence) how to enforce 'Rules for use of Incline', (Stage A.7, page 9). A great dichotomy exists between establishing 'rules' for use and getting users to obey them, without any enforcement. Para. 3 of Stage A.7 gives rule compliance to City of Manitou Springs (MS) as 'funded through revenues generated for operation of the Incline'. This makes no sense at all for without user/daily fees what and how much 'revenue' will there be. The point is, simply, that without revenue/income there will be no enforcement and 'rules for use' will come to be regarded (as they are now) as suggestions, or will be ignored completely. Enforcement, as in traffic management, is key to compliance with 'rules'.

Stage B comments:

- 1, Barr Trail parking lot to be paved ASAP to support reduced maintenance and erosion on HS.



Appendix D

Sample Incline User Interview Survey

Manitou Incline User Survey

1. What is your home Zip Code? _____
2. Your gender? Male Female
3. How often do you use the Incline?
 - Daily 3-5 times a week 1-2 times a week Once a week
 - A few times a month Once a month A few times a year
 - A few times before First time
4. Please identify your age group.
 - 15 and under 16 to 25 26 to 35 36 to 45 46 to 55
 - 56 to 65 Over 65
5. How did you get to the Incline?
 - Car Bike Walk Run/Jog Other _____
6. If you drove, where did you park?
 - Barr Trail parking Between Hydro & Iron Spring Iron Spring to Pilot Knob
 - Below Pilot Knob on Ruxton Downtown Other _____
7. How long are you generally parked in the area?
 - Less than an hour 1 to 2 hours 2 to 3 hours more than 3 hours
8. How many people are in your vehicle? _____
9. Did you bring a dog with you? Yes No
10. Generally, when do you use the Incline? Weekdays Weekends Both
11. In conjunction with your most recent climb, did you or will you purchase any of the following in Manitou Springs? (Check all that apply.)
 - Parking Beverages Snacks Meal Souvenirs
 - Other _____
12. Approximately, how much did/will you spend on the items above on this or your last visit?
\$ _____
13. Which descent do you generally use when you climb the Incline? (Check all that apply.)
 - Incline 2/3 Barr Trail Cutoff Barr Trail social (to the left of summit)
 - Other _____

Please return survey to Manitou Springs City Hall – 606 Manitou Avenue, Manitou Springs, CO 80829 or fax to 719-385-6599. Questions? Please contact Aimee Cox at 719-385-6532 or aicox@springsgov.com.



Appendix D (contd.)

The sample survey above was distilled from this Perkiomen Trail Survey

Perkiomen Trail 2008 User Survey

In order to provide you with a high quality experience, we are conducting a survey of trail users. Your cooperation in completing this survey will be greatly appreciated. One user per survey form please!

- 1: What is your zip code? _____
 - 2: How did you get to the trail? (circle one response)
Drive Bike Walk Run/Jog Horseback
 - 3: How often, on average, do you use the trail? (circle one response)
Daily Between 3 and 5 times a week 1 or 2 times a week Once a week A couple of times a month
Once a month A few times a year 1st time
 - 4: Please identify your age group. (circle one response)
15 and under 16 to 25 26-35 36-45 46-55 56-65 66 or older
 - 5: Were any children 15 years of age or younger with you on your most recent trail experience (circle your response)?
Yes No
If yes, please indicate the number of children in each of the following age groups:
Under 5 5 to 9 10 to 15
 - 6: What is your gender? (circle your response) Male Female
 - 7: What is your primary activity on the trail? (circle all that apply)
Walking/Hiking Hiking Jogging/Running Horseback riding Walking a pet
Other activity (specify) _____
 - 8: Generally, when do you use the trail? (circle one response) Weekdays Weekends Both
 - 9: What time of day do you generally use the trail? (circle one response) Morning Afternoon Evenings Anytime
 - 10: How much time do you generally spend on the trail on each visit? (circle one response)
Less than 30 minutes 30 minutes to 1 hour 1 to 2 hours More than 2 hours
 - 11: Would you consider your use of the trail to be for...? (Circle one response)
Recreation Health and exercise Commuting Fitness training (marathon, triathlon) Other (specify) _____
 - 12: During your trail visit did you (circle all that apply) Fish Canoe Kayak Tube Watch birds Watch wildlife Study flowers
 - 13: How did you find out about the trail? (circle all that apply)
Word of mouth Roadside sign Driving past Trail brochure at kiosk Newspaper Bike shop Convention and Visitors Bureau
Montgomery County Department of Parks and Heritage Services Information from Rails-to-Trails Conservancy
Montgomery County web site Other web site Other (please specify) _____
 - 14: Has your use of this trail influenced your purchase of any of the following items: (circle all that apply)
Bike Bike supplies Auto accessories Footwear Clothing Nothing
 - 15: Approximately how much did you spend on the items above in the past year? \$ _____
 - 16: In conjunction with your most recent trip to the trail, did you purchase any of the following? (circle all that apply)
Beverages Candy/Snack foods Sandwiches Ice cream Meals at a restaurant along the trail
Other _____ None of these
 - 17: Approximately how much did you spend, per person, on the items above on your most recent trail visit? \$ _____
 - 18: Did your visit to the trail involve an overnight stay in one of the following types of accommodations? (circle one response)
Motel/Hotel Bed and Breakfast Friend or relatives home Campground Other (please specify) _____
 - 19: How many nights did you stay in conjunction with your visit to this trail? _____
 - 20: Approximately how much did you spend on overnight accommodations per night? \$ _____
 - 21: In your opinion, the maintenance of the trail is (circle one) Excellent Good Fair Poor
 - 22: In your opinion, the safety and security along the trail is (circle one) Excellent Good Fair Poor
 - 23: In your opinion, the cleanliness of the trail is (circle one) Excellent Good Fair Poor
 - 24: Would you be willing to pay a voluntary annual fee to help maintain the trail? (circle one) Yes No
 - 25: Which trail access point do you generally use when you visit the trail? (circle all that apply)
Green Lane Park Green Lane Borough Crusher Road Harmon Road Spring Mount Schwenksville Borough
Central Perkiomen Valley Park Hollywood Graterford Rahns Collegeville Cedar Road
Lower Perkiomen Valley Park Pawlings Road Other (please specify) _____
 - 26: If you live on or near the trail and were opposed to it's construction, has your opinion changed now that the trail has been open for a few years (circle one) Yes No
If yes, how has your opinion changed? (circle one)
Feel more favorable toward the trail Feel somewhat more favorable toward the trail
Feel somewhat less favorable toward the trail Feel much less favorable toward the trail
- Additional comments _____



Appendix E

Landowner Agreement - Lists of Issues

not intended to be all inclusive list for agreements - simply a record of items discussed

A. US Forest Service

1. US Forest Service Special Use Permit

- a) US Forest Service position paper Special Use Permit procedure- refer to end of this Appendix
- b) Formal operation of the existing Incline and new connecting trails on Forest Service land will likely occur under a Special Use Permit. Approval of the Permit will require an environmental analysis under NEPA, most likely in the form of an Environmental Assessment (EA). The purpose of the EA is to disclose the direct, indirect, and cumulative impacts of the Incline operation and Permit on natural and community resources. The NEPA process may dovetail with the public outreach conducted as part of this plan, or may require its own public process.
- c) Due to the potential existence of the Mexican spotted owl (a federally-listed Threatened species) in the project area, any new disturbances or activities will likely require consultation with the U.S. Fish and Wildlife Service under the Endangered Species Act (ESA). Depending on the nature of the impacts, the existence or quality of owl habitat in the project area, and other factors, the process for ESA clearances can vary widely from a project clearance based on a habitat evaluation, to a more extensive process involving multiple years of owl surveys.

2. US Forest Service Operational Plan

- a) Process for design, review and construction of Incline safety improvements
- b) New Trail on north side of Incline to ease Barr Trail - annually review and pursue official trail designation as appropriate (timing and use patterns) to provide eligibility for funding
- c) Safety Review protocol
- d) Reporting to US Forest Service
- e) Liability
- f) Donation and User fee collection
- g) Clarification of cross-jurisdictional rule enforcement

B. Manitou and Pike's Peak Railway Company Access Agreement

1. Process for design, review and construction of Incline safety improvements
2. Liability
3. Donation and User fee collection
4. Clarification of cross-jurisdictional rule enforcement

C. Colorado Springs Utilities Access Agreement

1. Process for design, review and construction of Incline safety improvements
2. Liability
3. Donation and User fee collection
4. Clarification of cross-jurisdictional rule enforcement
5. Access to and protection of infrastructure



Appendix E (contd.)

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Appendix F

Incline Design Recommendations

Incline Corridor Recommendations

Approximately one quarter (22%) of the Incline corridor will require significant modification and improvements to provide a safe and sustainable facility to accommodate current and expected future usage. Failure of the existing tread has been caused by erosion due to the existing steep grades, which exceed 50% in the failure areas. Improvements to the corridor should include both stabilization/reconstruction of the tread, and drainage/erosion prevention improvements to provide a sustainable facility in the future. Our recommendations are based upon erosion protection and reconstruction of approximately 1000 linear feet of tread between ties #1550 and #2150 with some additional drainage and erosion features between ties #2150 and #2700 (the top).

Drainage / Erosion Protection

As mentioned previously, erosion is the primary cause of failure of the existing facility. Drainage and erosion protection improvements will be required to prevent future deterioration of the corridor. Unfortunately, there are no easy solutions for this. The preferred approach would be to redirect off-site drainage away from the corridor and to disperse flows within the corridor by re-grading to provide grade reversals and drainage dips and using low-impact means like water bars. However, due to the existing topography, drainage patterns, and extreme grades, this is not possible throughout the corridor. Specifically, in the areas between ties #1550 to #2150 and #2500 to 2650, drainage cannot be redirected away from the corridor without more substantial measures. In these areas, gabion check dams should be constructed to collect stormwater and redirect it from the Incline by pipe culverts. These should be constructed at a spacing of approximately 40 feet. The design of the erosion prevention system should allow for some flexibility in locating the gabions during construction to allow for adjustment based upon site conditions (location of boulders, bedrock, etc). The gabions can be constructed from rock material from the site where available. However, it does not appear as though there is sufficient material available on the site to construct all the needed gabions. Additional materials will likely be needed to be imported. The existing steel culverts should be replaced with smooth-walled rigid plastic pipe. The pipe should be installed at a slope of 5% or greater. This system will be similar to the existing system. However, if properly constructed, it will function much better. The proposed gabion check dams will be more durable and aesthetically pleasing than the existing combination of chain link fence and timber fencing which is not likely to contain much of the expected flow. The proposed culverts should clog much less frequently, if at all. The existing culverts have little if any slope to promote passage of debris. The existing flexible piping contains low-points for debris to settle in



Gabion check dams similar to this could be used to replace the existing timber or chain link fence check dams.



Appendix F (contd.)

and clog. Rigid smooth-walled pipe with sufficient grade will easily pass sediment and debris compared to the existing system.

Outside of these most challenging areas, cobble-lined swales and timber water bars can be added to reduce erosion at the tie edges to improve the sustainability in the less distressed areas (conditions 2-4). These improvements could be done by volunteers with minimal capital cost.

General Construction Considerations

Design and construction of the tread will be difficult and costly. Due to the narrow corridor and extreme grades (50% - 68%), access to the site is limited and challenging. As described above, erosion prevention is a key part of the overall improvement, and cannot be achieved without significant construction. There simply is no practical way to properly construct check dams and install pipe culverts without the use of heavy equipment. Since the most significant construction operations requiring equipment are near the top end of the Incline, access for construction equipment and materials will likely be from the top down. Some improvements to the existing access road to the top may be required for delivery of materials and equipment. Construction equipment can be tied off from the top and lowered down to the work area. It should be expected that the unstable portions of the Incline (conditions 5-7) will be completely removed to allow access by equipment. Rock and fill materials could be delivered by pipe from the top to the work area. Due to debris fall concerns, it should be expected that this area be completely closed to the public during construction.

Tread Reconstruction

Along with the drainage and erosion prevention improvements, the tread must be reconstructed for approximately a quarter of its length to remove hazards and provide a firm and stable tread. To achieve this, either fill material could be used to rebuild the base course and reset the ties (base reconstruction option), or an independent staircase type structure could be built on foundations without rebuilding the base course (structural option). The two options are described below, however note that the preferred Base Reconstruction Option is reflected in the Stages Implementation and Capital, Operational and Revenue Budget Estimates.

General Incline Tread Standards

- Tie tread width - 6' minimum
- Tie tread corridor - 8' wide, 10' height minimum
- All ties stable
- All ties parallel to each other and perpendicular to the fall line
- Drainage culverts fully buried with inlet and outfall points a minimum of 1.5' beyond the end of the tie tread

1. Base Reconstruction Option - preferred option

The tread reconstruction option would consist of importing fill to rebuild the Incline base course to its original grades, and resetting the ties. With this option, it is envisioned that the contractor would access the site from the top, proceed from the top down to the bottom of the reconstruction area, removing existing ties and improving access. Then proceed from the bottom of the reconstruction area back to the top, building the gabions, installing new culverts, rebuilding the base, and reinstalling ties. The new culvert piping to be installed could be connected together and used as a chute to

Table of Contents (contd.)

deliver materials to the work area. Rock material for construction of the gabions and fill material to rebuild the base course could be delivered to the work area via the chute. As the reconstruction work proceeds from the bottom, sections of the chute would be removed and installed as the cross culverts at the gabion locations. Existing ties could be reset on the rebuilt base course. It should be assumed that at least 25% of the ties would need to be replaced. Although delivery of the base material to the work location will be difficult, the pipe/chute approach is viable. This option will more closely maintain the original character of the Incline. The improved erosion prevention system compared to the original Incline construction will provide a more sustainable and long-lasting facility compared to the original. The estimated construction cost of the erosion prevention, base and tread reconstruction is \$850,000, including design and construction.

2. Structural Option

This tread reconstruction option would involve the construction of a staircase-like structure in place of railroad ties installed on-grade. It is envisioned that this option would consist of approximately 10' long staircase sections, with timber stair stringers supported timber headers anchored to the ground by a foundation system (likely rock anchors, soil nails, or helical piers). Similar to the base reconstruction option, it is likely that the contractor would access the site from the top, removing existing ties and improving access from top down and building drainage features and the staircase structures from the bottom up. Existing ties could be used as the stair treads. Timber stringers, headers, and some replacement ties would have to be delivered to the site.

Due to the highly variable site conditions and difficult access, if this option is pursued, it is recommended that it be bid as a design/build project. The appropriate design for this project will be highly dependent upon the contractor's selected means and methods and the type of equipment they choose to use to access the site to construct the staircase foundations. Also, due to expected variability of the existing grading, presence of significant rock, and other constraints, the design of the staircase sections will need to be adjusted and modified as construction progresses. An exceedingly detailed site survey, geotechnical investigation, and design would be required to provide a fully biddable and construct-able set of plans without significant changes during construction. And even then, due to the inaccessibility of the site, the selected contractor is likely to want to change the design to suit his/her preferred means and methods to manage risk on this highly challenging site. It is estimated that the structural option would cost greater than \$1.1M for both design and construction.

Phasing of Construction

Due to the high capital cost of either tread reconstruction option, phasing the construction over multiple years may be preferred. However, due to the access challenges described above, a significant portion of the project cost is associated with mobilization and improving access for construction equipment. Significant additional project cost should be expected if multiple mobilizations for project phases are required. Also, based upon the expected access operations described above, it would be quite difficult to access the site in multiple phases without damaging reconstructed portions of the Incline in later construction phases. And finally, if the overall goal of this undertaking is to provide a public facility that meets a minimum level of safety, all of the Condition 5-7 tread should be addressed prior to or upon officially opening the Incline to the public. Addressing Conditions 2-4 could be done in later phases.

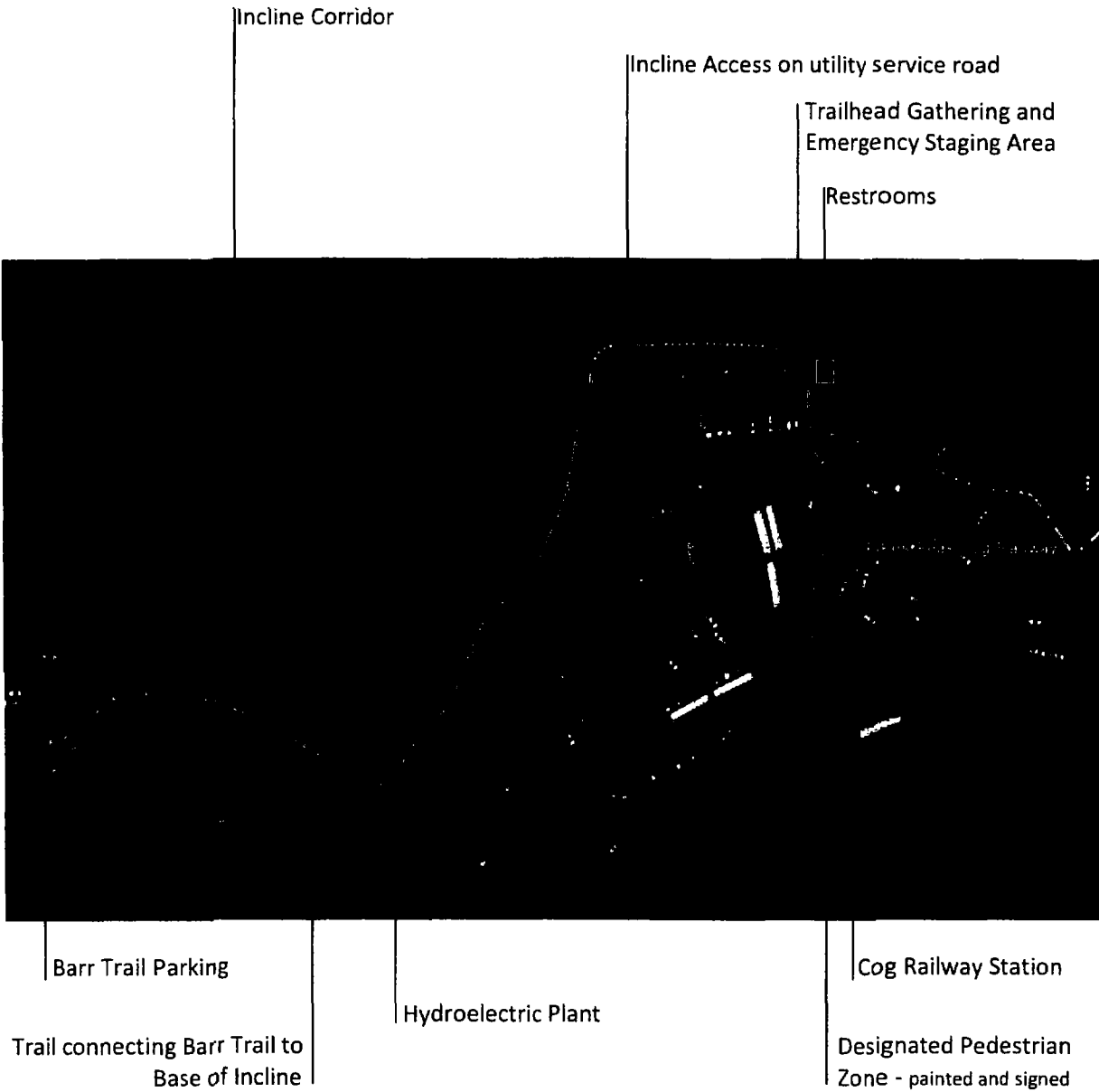
For the above stated reasons this plan proposes one single construction period for Conditions 5-7 during Stage A.



Appendix F (contd.)

Base of Incline Trailhead Recommendations

See IV. Stages Implementation page IV-4 for Base of Incline Trailhead description.





Appendix G

Detailed Cost Estimate

Manitou Incline Site Development and Management Plan

Cost Estimate

ROW NUMBER	ITEM AND DESCRIPTION	UNIT	QUANTITY	UNIT COST	SUBTOTAL	STAGE SUBTOTAL
1	STAGE A					
2						
3	STAGE A CAPITAL COSTS					
4						
5	Professional Services - trail design. GPS data points and construction notes for social trail connection reroute to Barr Trail	LS	1	\$3,000	3,000	
6	Professional Services - design. GPS data points and construction notes and details for pedestrian containment at top of Incline and Barr connection at tie 1,800	LS	1	\$7,000	7,000	
7	Professional Services - design and construction notes and details for trail connecting Barr Trail parking lot to base of Incline	LS	1	\$3,000	3,000	
8						
9	Professional Services - Survey	LS	1	\$15,000	15,000	
10	Professional Services - Geotechnical Investigation	LS	1	\$10,000	10,000	
11	Professional Services - Civil and Structural design, coordination with CSU and construction documents	LS	1	\$50,000	50,000	
12						
13	Colorado Springs oversight for Friends Group organized Volunteer Trail Work Day - food and water	EA	40	\$100	4,000	
14						
15	New Trailhead Facilities:					
16	Temporary Port-a-let					in-kind City of CS - see below
17	Bike Rack	EA	1	\$500	500	
18	Pavement Striping	LS	1	\$500	500	
19	Safety, Rules of Use and Wayfinding Signage -new trailhead	EA	4	\$555	2,220	
20	Trail closure fencing, revegetation, and signage at Barr Trailhead parking lot and new trailhead	LF	1,000	\$17	17,000	
21	Safety, Rules of Use and Wayfinding Signage at Barr Trailhead Parking	EA	2	\$555	1,110	



Appendix G (contd.)

Manitou Incline Site Development and Management Plan

Cost Estimate

ROW NUMBER	ITEM AND DESCRIPTION	UNIT	QUANTITY	UNIT COST	SUBTOTAL	STAGE SUBTOTAL
23	Incline Corridor - Condition 1 and 2 work completed by Contractor:					
24	Removal of Debris and Hazards	LS	1	\$100,000	100,000	
25	Rebuild existing tread at Grade (Conditions 5 - 7)	LF	1,005	\$247	248,235	
27	Gabion Check Dam (Large)	EA	55	\$3,200	176,000	
28	Culvert Pipe Replacement	EA	41	\$3,200	131,200	
29	Cobble Check Dam (small)	EA	14	\$500	7,000	
30						
31	15% Contingency					116,365
32	STAGE A CAPITAL COSTS					\$892,130
33						
34	STAGE A ANNUAL OPERATIONAL COSTS					
35						
36	Colorado Springs oversight for Friends Group organized Volunteer Trail Work Day - food and water	DAYS PER YEAR	6	\$100	600	
37	Volunteer Trail Work Day - materials and miscellaneous	DAYS PER YEAR	3	\$500	1,500	
38						
39	15% Contingency					315
40	STAGE A ANNUAL OPERATIONAL COSTS					\$2,415
41						
42	STAGE A IN-KIND SERVICE VALUES POTENTIAL MATCHING FUNDS FOR GRANT APPLICATIONS					
43						
44	USFS In-Kind consulting for NEPA (waiver of Cost Recovery)	LS	1	\$40,000	40,000	
45	USFS In-Kind Quality Control site review for Safety as part of the Operating Plan	PER YEAR	1	\$1,500	1,500	
46						
47	Colorado Springs Utilities High pressure line maintenance budget sharing 2012 - budgeted not approved	PER YEAR	1	\$100,000	100,000	
48	Colorado Springs Utilities High pressure line maintenance budget sharing 2013-2016 - budgeted not approved	PER YEAR	4	\$50,000	200,000	
49						
50	Colorado Springs Temporary port-a-let - Handicap Accessible plus maintenance	PER MONTH PER YEAR	12	\$110	1,320	
51	Additional port-a-let cleaning two additional per week for a total of three per week	PER ADD CLEANING PER YEAR	104	\$38	3,952	



Appendix G (contd.)

Manitou Incline Site Development and Management Plan

Cost Estimate

ROW NUMBER	ITEM AND DESCRIPTION	UNIT	QUANTITY	UNIT COST	SUBTOTAL	STAGE SUBTOTAL
		PER MONTH FOR 5 MONTHS				
52	Colorado Springs port-a-let - Standard Accessibility plus maintenance		5	\$64	320	
53	Additional port-a-let cleaning two additional per week for a total of three per week	PER ADD CLEANING PER YEAR	22	\$38	836	
54	Manitou Springs Barr Trailhead Parking					
55	Improvements: paved lot, striping, parking blocks	LS	1	\$20,000	20,000	
56	Manitou Springs Barr Trailhead Parking Improvements: parking kiosk	LS	1	\$15,000	15,000	
57						
58	0% Contingency				0	
59						\$382,928
60						
61	STAGE A COSTS WITH MULTIPLE BENEFACTORS INCLUDING INCLINE, RESIDENTS, BUSINESSES					
62						
63	Manitou Springs parking operations and management:					
64	Professional fees Traffic / Civil engineering for Barr Trailhead and Ruxton striping Construction Documents and pavement section for Barr and signing plan	LS	1	\$15,000	15,000	
65	Ruxton Fee and Residential Parking Implementation	LS	1	\$80,000	80,000	
66						
67	15% Contingency				14,250	
68						\$109,250
69						

Appendix G (contd.)

Manitou Incline Site Development and Management Plan

Cost Estimate

ROW NUMBER	ITEM AND DESCRIPTION	UNIT	QUANTITY	UNIT COST	SUBTOTAL	STAGE SUBTOTAL
71	STAGE B					
72						
73	STAGE B CAPITAL COSTS					
74						
75	Trailhead Facilities: Permanent all weather Restrooms - design and construction	EA	1	\$171,400	171,400	
76	Trail Etiquette, Environmental, 'How to get Involved' and Wayfinding Signage	EA	4	\$555	2,220	
77	Volunteer Top of Incline Construction Day - materials and miscellaneous	EA	3	\$500	1,500	
78						
79	Incline Corridor - Condition 3 and 5 work completed by Volunteers except where noted:					
80	Stabilization of Existing Ties (Condition 3 - 4)	EA	213	\$5	1,065	
81	Timber Waterbars adjacent to the Incline Tread	EA	39	\$15	585	
82	Cobble Ditch Lining	LF	520	\$0	0	
83	Place and Compact Disintegrated Granite	LF	2,652	\$0	0	
84	Replace supporting timber retaining walls on either side of Incline tread - construction by contractor	SFF	2,400	\$50	120,000	
85						
86	Colorado Springs oversight for Friends Group organized Volunteer Trail Work Day	EA	40	\$100	4,000	
87	Colorado Springs organized VOC project	EA	3	\$15,000	45,000	
88	Colorado Springs organized Youth Corps project	EA	1	\$20,000	20,000	
89						
90	15% Contingency				54,866	
91						
92						
93	STAGE B ANNUAL OPERATIONAL COSTS					
94						
95	Colorado Springs oversight for Friends Group organized Volunteer Trail Work Day -food and water	DAYS PER YEAR	6	\$100	600	
96	Volunteer Trail Work Day - materials and miscellaneous	DAYS PER YEAR	3	\$500	1,500	


Appendix G (contd.)

Manitou Incline Site Development and Management Plan

Cost Estimate

ROW NUMBER	ITEM AND DESCRIPTION	UNIT	QUANTITY	UNIT COST	SUBTOTAL	STAGE SUBTOTAL	
97	Operational costs for base of Incline trailhead full year restroom	PER YEAR	1	\$3,000	3,000		
98							
99	15% Contingency				765		
100	STAGE B ANNUAL OPERATIONAL COSTS						\$5,865
101							
102	STAGE B IN-KIND SERVICE VALUES POTENTIAL MATCHING FUNDS FOR GRANT APPLICATIONS						
103							
104	USFS In-Kind consulting for NEPA (waiver of Cost Recovery)	LS	1	\$150,000	150,000		
105	Spotted Owl Inventory	LS	1	\$10,000	10,000		
106	Professional Services - trail design. GPS data points and construction notes for trail connection top to bottom of Incline on north side of Incline - approximately 5 miles	LS	1	\$35,000	35,000		
107	USFS In-Kind Quality Control site review for Safety as part of the Operating Plan	PER YEAR	1	\$1,500	1,500		
108							
109	0% Contingency				0		
110	STAGE B IN-KIND SERVICE VALUES						\$196,500
111							
112	STAGE B COSTS WITH MULTIPLE BENEFACTORS INCLUDING INCLINE, RESIDENTS, BUSINESSES						
113							
114	Manitou Springs System-wide Trailhead - possible Incline participation depending on location						
115	Cost estimate does not include land acquisition costs						
116	Traffic / Civil engineering for Regional Trailhead Parking Lot	LS	1	\$20,000	20,000		
117	Parking kiosk	EA	1	\$12,500	12,500		
118	Regional Trailhead parking lot (unpaved)	PER SPACE	150	\$1,000	150,000		
119	Entry signs (parking fee and location information)	EA	2	\$2,500	5,000		
120	Variable message sign for parking (OPEN/FULL)	EA	1	\$20,000	20,000		
121							
122	15% Contingency				31,125		
123	STAGE B COSTS WITH MULTIPLE BENEFACTORS						\$238,625
124							
125							



Appendix G (contd.)

Manitou Incline Site Development and Management Plan

Cost Estimate

ROW NUMBER	ITEM AND DESCRIPTION	UNIT	QUANTITY	UNIT COST	SUBTOTAL	STAGE SUBTOTAL
127	STAGE C					
128						
129	STAGE C CAPITAL COSTS					
130						
131	Interpretive Signage	EA	4	\$555	2,220	
132	Traffic / Civil Shuttle Parking, Construction Incline only Shuttle system Documents	LS	1	\$10,000	10,000	
133	Incline Specific Shuttle System: Parking kiosk at existing lot					
134	designated as shuttle surface lot	EA	1	\$12,500	12,500	
135	Used shuttle buses (3) 15 passenger	EA	3	\$35,000	105,000	
136	Incline shuttle stop	EA	2	\$2,500	5,000	
137						
138	15% Contingency					20,208
139						\$154,928
140						
141	STAGE C ANNUAL OPERATIONAL COSTS					
142						
143	Colorado Springs oversight for Friends Group organized Volunteer Trail Work Day -food and water	DAYS PER YEAR	6	\$100	600	
144	Volunteer Trail Work Day - materials and miscellaneous	DAYS PER YEAR	3	\$500	1,500	
145	Operational costs for base of Incline trailhead full year restroom	PER YEAR PER SEASONAL	1	\$3,000	3,000	
146	Incline Only Shuttle System	YEAR	LS	\$75,000	75,000	
147						
148	15% Contingency					315
149						\$80,415
150						
151	STAGE C IN-KIND SERVICE VALUES POTENTIAL MATCHING FUNDS FOR GRANT APPLICATIONS					
152						
153	USFS In-Kind Quality Control site review for Safety as part of the Operating Plan	PER YEAR	1	\$1,500	1,500	
154						
155	0% Contingency					0
156						\$1,500



Appendix G (contd.)

Manitou Incline Site Development and Management Plan
Cost Estimate

ROW NUMBER	ITEM AND DESCRIPTION	UNIT	QUANTITY	UNIT COST	SUBTOTAL	STAGE SUBTOTAL
158	STAGE C COSTS WITH MULTIPLE BENEFACTORS INCLUDING INCLINE, RESIDENTS, BUSINESSES					
159						
160	Manitou Springs Transit System operations and management:					
161	Manitou Springs Community-wide Transit System - possible Incline participation depending on location					TBD
162						
163	15% Contingency				0	
164	STAGE C COSTS WITH MULTIPLE BENEFACTORS					TBD



Appendix G (contd.)

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Appendix H

Stage A Revenue Allocation to Offset Estimated Costs Over 5 Year Period

ESTIMATED COSTS - BY YEAR	STAGE A - CAPITAL					STAGE A - ANNUAL OPERATIONS				
	YEAR 1	YEAR 2	YEAR 3	YEAR 4	YEAR 5	YEAR 1	YEAR 2	YEAR 3	YEAR 4	YEAR 5
ESTIMATED COSTS - BY YEAR	\$ 119,980			\$762,375	\$ 9,775	\$ 2,415	\$ 2,415	\$ 2,415	\$ 2,415	\$ 2,415
POTENTIAL REVENUE SOURCES										
Municipal Support										
Colorado Springs										
TOPS FUNDING	\$ 50,000									
CTF (Lottery)										
Other Capital										
Manitou Springs										
Parking Fee Revenue Sharing	\$ 17,500	\$ 33,000	\$ 33,000	\$ 33,000	\$ 33,000					
CTF (Lottery)										
Other Capital Funding										
Private Parking Shared Revenue										
Donations - Outright	\$ 10,000									
Individual and Corporate										
Donations for Use (suggested donation)	\$ 13,000	\$ 13,000	\$ 13,000	\$ 13,000	\$ 13,000	\$ 13,500	\$ 13,500	\$ 13,500	\$ 13,500	\$ 13,500
Daily Admission \$3										
Multi-use Pass \$20-\$50										
Fee for Use	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A
Daily Admission \$3										
Multi-use Pass \$15-\$45										
Sponsorship		\$ 10,000	\$ 20,000	\$ 25,000	\$ 25,000					
"Tie" Advertising										
Complementary Services										
Promotional Materials										
Sales of convenience items										
Events	\$ 5,000									
Retail Sales Commission										
Grants										
CO CO	\$ 25,000	\$ 200,000	\$ 150,000							
CO State Trails		\$ 200,000	\$ 100,000							
Other Grant										
TOTAL TARGET REVENUE	\$ 120,500	\$ 456,000	\$ 316,000	\$ 71,000	\$ 71,000	\$ 13,500	\$ 13,500	\$ 13,500	\$ 13,500	\$ 13,500
revenue years 2-4				\$ 772,000						
In Kind Match for Grants	\$ 7,500	\$ 120,000	\$ 75,000							

Donations for Use Assumptions

Based on 250,000 visits per year	# of visits	# of users	avg donation	potential	% who will	amount	average fee/use
Frequent User 1x/wk for 45 wks=45	45,000	1,000	\$ 40.00	\$ 40,000	10%	\$ 4,000	\$ 0.89
Moderate User avg 10x per year	185,000	18,500	\$ 10.00	\$ 185,000	10%	\$ 18,500	\$ 1.00
One Time User 1000/wk for 20 wks	20,000	20,000	\$ 2.00	\$ 40,000	10%	\$ 4,000	\$ 2.00
TOTALS	250,000	\$ 39,500		\$ 265,000		\$ 26,500	

Fee for Use Assumptions

Number of users based on decreased visits/year	# of visits	# of users	avg fee	potential	% who will	amount
-10% Frequent User 1x/wk for 45 wks=45	40,500	900	\$ 45.00	\$ 40,500	90%	\$ 36,450
-20% Moderate User avg 10x per year	148,000	14,800	\$ 15.00	\$ 222,000	90%	\$ 199,800
-60% One Time User 600/wk for 20 wks	12,000	12,000	\$ 3.00	\$ 36,000	90%	\$ 32,400
-30% TOTALS	200,500	\$ 27,700		\$ 298,500		\$ 268,650

Barr Trail Lot Parking Revenues

	YEAR 1	after yr 1
Annual Revenue	\$ 150,000	\$ 150,000
1st year capital costs	\$ 35,000	\$ 3,500
annual operating costs	\$ 80,000	\$ 80,000
	\$ 35,000	\$ 66,500

In Kind Match for Grants	a	\$ 7,500	includes year 1 CS port-a-let contract @ \$7,128 at a minimum
at the minimum required 30%	b	\$ 120,000	includes stage A USFS NEPA @ \$40,000; year 2 CS port-a-let contract @ \$7,128; MS parking program operations/staff \$40,000; MS parking infrastructure \$33,000 (of \$110,000) at a min.
	c	\$ 75,000	includes year 3 CS port-a-let contract @ \$7,128; MS parking program operations/staff \$40,000; MS parking infrastructure \$35,000 (of \$110,000) at a minimum



Appendix H (contd.)

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Appendix I

Open House Responses

On Thursday, January 20, 2011, an Open House was held to encourage review of the draft Manitou Incline Site Development and Management Plan. The purpose was not only to promote that review, but to make sure there were no critical flaws in the draft Plan that would significantly inhibit its adoption and implementation.

The Open House was held in Memorial Hall, Manitou Springs City Hall from 5:00 to 7:00 p.m. Almost 100 people attended. Each participant received a form to complete. Twenty-nine response forms were submitted and every comment is recorded below.

Are there any major elements in this plan that you believe would make its adoption and implementation more difficult? If so, please explain.

I noticed that most of the parking is a "possible" fee. Need some free parking even if it is farther away

Dog days or dog hours. My dog and I love the Incline.

Allow nights; I do the Incline in the dark about 25% of the time due to schedule with family.

Allow downhill; oddly, walking down the Incline with a bad knee is easier than running Barr Trail.

Keep improvements to the trail as minimal as possible.

Keep parking fees as low as possible.

Please allow dogs at dog owners' responsibility.

Dogs: the Incline has been a great way to spend time with my dog, get a workout, and enjoy nature. Could we regulate the situation? Encourage plastic bags and leashes? It would be better to regulate proper use with animals than to eventually punish people for non-compliance – environmental impact.

I know people would pay for a shuttle up [to] the Incline, possibly from a location where parking is more available.

Perhaps a fee in exchange for tips for a successful climb or a coupon to local shops. I think there is a tremendous opportunity to expand tourism in Manitou via this initiative. Thank you!

Wish dogs would be allowed.

The dawn-to-dusk is a bad idea. Fine to recommend to people that aren't regulars.

Should not have dawn-to-dusk rule; difficult and time-consuming to enforce.

If one-way rule, then need multiple bailout points.

Prohibiting pets (read: "dogs") is the right thing to do, but users will not observe it (just as the leash laws are deemed optional).

I use the Incline at 5 a.m., which is before dawn 1 month of the year. It's amazing how many users are on the climb before dawn. Please instead use 5 a.m. [as] an "opening time" because people's schedules are not driven by the orbit of the earth, they're driven by the clock and work schedules observed by a clock.

Appendix I (contd.)

Sounds good; keep private business out, please.

Barr Trail parking lot must be at a high rate, \$20 plus for short-term parking. It is very important to discourage Incline users on a short-term time frame with a big price tag. We must discourage the traffic flow up to the lot looking for short-term parking cheap. This adds greatly to the whole "clog" situation with traffic. Only residents, Cog customers and paid or reservation holders for Barr Trail parking lot are allowed pass the Iron Springs building. If you don't have a ticket displayed in your window or something like it, you must turn at the Iron Springs. This will help the "clog" with their parking as well. Thanks for all your time!!

The revenue estimates for parking may be overly optimistic. All such revenue will be needed for parking. I doubt there will be excess revenue to apply to the Incline.

If "use at your own risk" is established, then dawn-to-dusk should not matter.

No new taxes! Instead, annual fee or park pass.

If dogs are allowed, they should be "leashed".

Manitou has limited resources and does not own any of the land on / around the Incline. Despite that, Manitou will shoulder a lot of responsibility for this project. Please designate El Paso County to be the rescuer of injured climbers so our Fire Department resources can be put to local use.

Need to update MS Incline web page more often. For example, this meeting was not on it this morning.

Need to designate road at top of Incline as Forest Service system trail.

Closures of social trails need to be monitored to check that they are working and still in place.

People will tear them out and go around them.

Looks good!

Potential issues: dawn-to-dusk isn't best for users and I doubt those user patterns will change (many use before dawn); one-way without intermediate bailouts may be problematic and promote social trail formation.

Thank you for all of your hard work!

I know I'm late in this process and I know you've considered:

- 1) "Pets on leash" possibility;
- 2) And if the Incline is not at capacity (mid-afternoon, e.g. winter) that hikers can elect to "walk" down the Incline;
- 3) People going to work in the morning – it's hard to not be up and down before sunrise.

Nighttime hiking is a good thing.

Being able to hike down would be good.

Dogs are a good thing.

I disagree with the plan to exclude dogs and night hiking. Any dog issues can be dealt with. Night is the best time to hike it (cooler, less crowded, great city views) and not significantly more dangerous. Everyone should climb at their own risk!

Table of Contents (contd.)

- 1) Parking projections are based on current usage, but could be far higher. If they are, then the parking plan will collapse. Further, nobody wants to walk up Ruxton. I think a shuttle for peak times should be planned.
- 2) Barr Trail users are mis-represented. The Incline meetings didn't get a good set of BT users who use the trail for short 1- to 2-hour trips rather than 8- to 24-hour trips.
- 3) Chamber of Commerce – where are these guys?!? This is probably the most important project that I've seen in our community in 20 years.
- 4) Manitou Vision Projects – these should be linked.

Suggest in (Traffic and Parking) Zone D, making 8 to 9 spaces on Winter by the townhomes and Iron Springs Chateau "no parking" during the day only, say from 4:00 a.m. to 4:00 p.m. That way visitors to the townhomes and the Iron Springs can use them in the late day when there are fewer buses and traffic.

I regret I wasn't at the meeting where certain restrictions were "vetted"; however, let me say I've hiked it close to 1,000 times. I don't bring a dog, I don't do it at night, I don't go down the Incline. But I think all these SHOULD be allowed. Safety is personal common sense, not something you legislate. I've never been disturbed by anyone's dog, I've never been run over by someone coming down. In fact, it's a good way to meet people.

I do like the guiding principles you've used to create your plans.

I do like most of the changes – particularly volunteer donations, closing social trails, not "civilizing" the trail. Thanks.

Minor comments only: Dawn-to-dusk would limit access for before work / school. Not all city parks are dawn-to-dusk, e.g. Garden of the Gods, North Cheyenne Cañon.

Do not ban dogs; put in pooper stations with trash cans.

Do not ban downhill – not that dangerous if Incline properly maintained.

Need to be realistic about funding. Plan is ambitious (yea!)

New trail connection from top of Incline to north to Ute Pass Trail is important. It provides relief to Barr Trail, lessens user impact on Barr Trail, and provides overall better trail experience for all users of area trails.

Good plan – let's get it implemented!

Stage A – Parking area F is too large for residential only. Downtown users park up to Church Street. You will be hurting the downtown corridor if you limit this to residents.

Manitou Springs Parking Authority Board isn't on the timeline for meetings; parking revenue sharing is aggressive.

I am a user who brings my dog every time I go to the Incline. It's a fantastic bonding time and I would hate to see that go away. Maybe have a place for people to put extra plastic bags for doggie excrement? If there will be trash cans along the trail, people may be more open to the idea of picking up after their pooch.

Thank you for all the hard work and dedication to this project!

I'm concerned with adequate parking.

Thanks for your excellent planning.



Appendix I (contd.)

The solution for metered parking at the Barr Trail parking lot is critical. It must be able to discourage Incline parking with higher fees plus be able to be policed. The only way to solve the clogging traffic issues on Upper Ruxton is to make sure the only car traffic that gets past the turnaround at the Chateau is either pre-approved (obvious, through a window to Cog employees), Barr Trail traffic, Cog traffic, or resident traffic. If this isn't implemented immediately, the traffic nightmare on Upper Ruxton will continue:

Trying to pass or force a raised sales tax to fund this project... I am severely against paying for Incline users. Make this a user-funded program. Let the Incline users pay for the Incline!!!

Delaying the parking changes on Ruxton Avenue is only going to irritate residents and business owners further. Implementing the parking changes for the entire street before bowing to the users' needs is necessary!

Parking at Barr Trail lot should not charge for those dropping people off or if the lot is full (turn around). Maybe free for first 10 minutes; then charge.

Trail ideas: coming across this cause, and being one that has hiked on this trail, I had thought of a few ideas as far as adding education to the trail. That could be in the form of having at different spots of the trail, strategically placed, little information boards about the trail, different techniques in hiking (pacing, breathing), the botany and geology of the area, about the Incline itself, about Native Americans and settlers and history of Manitou, about the wildlife that used to be in this area, what is here now, and what is expected unless change [occurs], etc.. Being big on education and conservation, I think this would benefit not only people, but the different companies, too. I think, along with education, which in itself gives great recognition and efforts toward progression, but would also be a great motivation for people from reading something interesting!

In the current process of elaborating and making this fundraiser of mine a reality, I am looking for causes, facilities, organizations, etc., who help the local community. I came across this, and would like very much to help. I am still in the process of creating it, but am also growing very creative ideas in helping it along to be a success. I would very much like your organization to be part of this fundraiser and, of course [it] would help you, too, in the aftermath. Thank you.

(Contact information given)