



## DEPARTMENT OF PUBLIC WORKS

### O&R REQUEST

**DATE:** January 7, 2022 **EDITION:** 1

**TO:** The Honorable Members of City Council

**THROUGH:** The Honorable Levar M. Stoney, Mayor

**THROUGH:** J. E. Lincoln Saunders, Chief Administrative Officer

**THROUGH:** Robert C. Steidel, Deputy Chief Administrative Officer - Operations

**THROUGH:** Bobby Vincent, Director of Public Works

**THROUGH:** M. S. Khara, P.E., City Engineer

**THROUGH:** Michael B. Sawyer, City Transportation Engineer

**FROM:** Jakob Helmboldt, Pedestrian, Bicycle & Trails Coordinator

**RE:** **TO AUTHORIZE THE CHIEF ADMINISTRATIVE OFFICER OR HIS DESIGNEE TO EXECUTE A STANDARD CITY/STATE AGREEMENT FOR THE IMPLEMENTATION OF THE JAMES RIVER BRANCH TRAIL (JRBT) PROJECT**

**ORD. OR RES. No.** \_\_\_\_\_

**PURPOSE:** To authorize the Chief Administrative Officer (CAO) or designee, for and on behalf of the City of Richmond, to execute a standard City/State Agreement for the purpose of implementing of the James River Branch Trail (JRBT) project.

**REASON:** The Virginia Department of Transportation (VDOT) requires execution of a standard City/State Agreement for the purpose of implementing James River Branch Trail (JRBT) project which was approved by the Commonwealth Transportation Board at their June 2021 meeting.

**RECOMMENDATION:** The Department of Public Works recommends approval of this ordinance.

**BACKGROUND:** The City of Richmond developed the concept for the James River Branch Rail-Trail more than a decade ago. The initial plan called for construction of a shared-use path and greenway along the abandoned James River Branch Railroad corridor, located in Council Districts 5 and 8, in Southside Richmond. The JRBT will be a paved, shared-use path for bicyclists and pedestrians, extending from 49<sup>th</sup> Street to Hopkins Road. Future extensions are conceived contingent upon availability of additional segments of the abandoned railroad corridor and funding.



The JRBT will connect to, and provide access to multiple neighborhoods along the corridor. The path and greenway will serve pedestrians, including those with mobility impairments, bicyclists, and other non-motorized users as both an active-transportation and recreational facility, linking a number of underserved communities and providing needed greenspace. Further, this facility would link to the expanding network of bicycle and pedestrian facilities being developed by the City, including the Fall Line Trail which is receiving significant funding from the Commonwealth. Implementation of the JRBT project has remained idle due to the costs of acquiring the parcels from CSX which will be provided with this funding. Funding for the design and construction of the JRBT has been allocated in FY22 and FY23 from the American Rescue Plan Act (ARPA).

The VDOT requests that the City executes a standard City/State agreement for the implementation of the James River Branch Trail project. In addition to the \$9,000,000 in Federal ARPA funds for the design and construction of the JRBT, the Commonwealth of Virginia is providing an additional \$4,122,214 in federal funding (100% reimbursable) for the purchase of CSX railroad right-of-way. Total project cost is estimated at \$13,124,714.

**FISCAL IMPACT/COST:** None. The Commonwealth of Virginia is providing \$4,122,214 in 100% reimbursable funds for the purchase the rail corridor parcels from CSX, which is supplemented by \$9,000,000 in ARPA funds that will be used for the design and construction of the project.

**FISCAL IMPLICATION:** By not adopting the ordinance, the City will not receive the funding from the Commonwealth, precluding development of the James River Branch Rail-Trail.

**BUDGET AMENDMENT NECESSARY:** Yes. (A separate companion City Council Ordinance is in the process to appropriate \$4,122,214 federal funds in FY22 by amending FY22 CIP budget).

**REVENUE TO CITY:** \$4,122,214 funding from the Commonwealth of Virginia. (additionally, allocated ARPA Federal funds \$4.5M in FY22, and \$4.5M in FY23 by the City for the purpose of implementing the project)

**DESIRED EFFECTIVE DATE:** Upon adoption.

**REQUESTED INTRODUCTION DATE:** February 14, 2022.

**CITY COUNCIL PUBLIC HEARING DATE:** February 28, 2022

**REQUESTED AGENDA:** Consent Agenda

**RECOMMENDED COUNCIL COMMITTEE:** Land Use, Housing and Transportation Committee on February 22, 2022

**CONSIDERATION BY OTHER GOVERNMENTAL ENTITIES:** None

**AFFECTED AGENCIES:** Department of Parks, Recreation, and Community Facilities; Department of Public Works; Office of the City Attorney; Department of Public Utilities; Copies



also sent to: City Mayor (Levar M. Stoney); Chief Administrative Officer (Lincoln Saunders); and Robert C. Steidel, Deputy CAO of Operations; City Attorney's office.

**RELATIONSHIP TO EXISTING ORD. OR RES.:** Ord. 2021-291 appropriating ARPA funds

**REQUIRED CHANGES TO WORK PROGRAM(S):** Maintenance costs are expected in the future years after construction is completed.

**ATTACHMENTS:** City/State Project Administration Agreement

**STAFF:** Jakob Helmboldt, Pedestrian, Bicycle & Trails Coordinator, DPW, 646-6584  
Ryan Rinn, Economic Development Business Services Manager, DPRCF, 646-4743



**STANDARD PROJECT ADMINISTRATION AGREEMENT**  
**Federal-aid Projects**

Project Number	UPC	Local Government
U000-127-111	118943	City of Richmond

THIS AGREEMENT, made and executed in triplicate this \_\_\_\_ day of \_\_\_\_\_, 20 \_\_, by and between the CITY of RICHMOND, Virginia, hereinafter referred to as the LOCALITY and the Commonwealth of Virginia, Department of Transportation, hereinafter referred to as the DEPARTMENT. The DEPARTMENT and the LOCALITY are collectively referred to as the "Parties".

WHEREAS, the LOCALITY has expressed its desire to administer the work described in Appendix A, and such work for each improvement shown is hereinafter referred to as the Project; and

WHEREAS, the funds shown in Appendix A have been allocated to finance each Project; and

WHEREAS, the LOCALITY is committed to the development and delivery of each Project described in Appendix A in an expeditious manner; and;

WHEREAS, both parties have concurred in the LOCALITY's administration of the phase(s) of work for the respective Project(s) listed in Appendix A in accordance with applicable federal, state, and local law and regulations.

NOW THEREFORE, in consideration of the mutual premises contained herein, the parties hereto agree as follows:

1. The LOCALITY shall:
  - a. Be responsible for all activities necessary to complete the noted phase(s) of each Project shown in Appendix A, except for activities, decisions, and approvals which are the responsibility of the DEPARTMENT, as required by federal or state laws and regulations or as otherwise agreed to, in writing, between the parties. Each Project will be designed and constructed to meet or exceed current American Association of State Highway and Transportation Officials standards or supplementary standards approved by the DEPARTMENT
  - b. Meet all funding obligation and expenditure timeline requirements in accordance with all applicable federal and state laws and regulations, and Commonwealth Transportation Board and DEPARTMENT policies and as identified in Appendix A to this Agreement. Noncompliance with this requirement can result in deallocation of the funding, rescinding of state funding match, termination of this Agreement, or DEPARTMENT denial of future requests to administer projects by the LOCALITY.

- c. Receive prior written authorization from the DEPARTMENT to proceed with preliminary engineering, right-of-way acquisition and utility relocation, and construction phases of each Project.
- d. Administer the project(s) in accordance with guidelines applicable to Locally Administered Projects as published by the DEPARTMENT.
- e. Maintain accurate and complete records of each Project's development and documentation of all expenditures and make such information available for inspection or auditing by the DEPARTMENT. Records and documentation for items for which reimbursement will be requested shall be maintained for no less than three (3) years following acceptance of the final voucher on each Project.
- f. No more frequently than monthly, submit invoices with supporting documentation to the DEPARTMENT in the form prescribed by the DEPARTMENT. The supporting documentation shall include copies of related vendor invoices paid by the LOCALITY and an up-to-date project summary and schedule tracking payment requests and adjustments. A request for reimbursement shall be made within 90 days after any eligible project expenses are incurred by the LOCALITY. For federally funded projects and pursuant to 2 CFR 200.338, Remedies for Noncompliance, violations of the provision may result in the imposition of sanctions including but not limited to possible denial or delay of payment of all or a part of the costs associated with the activity or action not in compliance.
- g. Reimburse the DEPARTMENT all Project expenses incurred by the DEPARTMENT if, due to action or inaction solely by the LOCALITY, federally funded Project expenditures incurred are not reimbursed by the Federal Highway Administration (FHWA), or reimbursements are required to be returned to the FHWA, or in the event the reimbursement provisions of Section 33.2-214 or Section 33.2-331 of the Code of Virginia, 1950, as amended, or other applicable provisions of federal, state, or local law or regulations require such reimbursement.
- h. On Projects that the LOCALITY is providing the required match to state or federal funds, pay the DEPARTMENT the LOCALITY's match for eligible Project expenses incurred by the DEPARTMENT in the performance of activities set forth in paragraph 2.a.
- i. Administer the Project in accordance with all applicable federal, state, or local laws and regulations. Failure to fulfill legal obligations associated with the project may result in forfeiture of federal or state-aid reimbursements
- j. Provide certification by a LOCALITY official that all LOCALITY administered Project activities have been performed in accordance with all federal, state, and local laws and regulations. If the LOCALITY expends over \$750,000 annually in federal funding, such certification shall include a copy of



the LOCALITY's single program audit in accordance with 2 CFR 200.501, Audit Requirements.

- k. If legal services other than that provided by staff counsel are required in connection with condemnation proceedings associated with the acquisition of Right-of-Way, the LOCALITY will consult the DEPARTMENT to obtain an attorney from the list of outside counsel approved by the Office of the Attorney General. Costs associated with outside counsel services shall be reimbursable expenses of the project.
  - l. For Projects on facilities not maintained by the DEPARTMENT, provide, or have others provide, maintenance of the Project upon completion, unless otherwise agreed to by the DEPARTMENT.
  - m. Ensure compliance with the provisions of Title VI of the Civil Rights Act of 1964, regulations of the United States Department of Transportation (USDOT), Presidential Executive Orders and the Code of Virginia relative to nondiscrimination; and as a sub-recipient of federal funds, adopt and operate under the DEPARTMENT's FHWA-approved Disadvantaged Business Enterprise (DBE) Program Plan in accordance with 49 CFR Part 26.
2. The DEPARTMENT shall:
- a. Perform any actions and provide any decisions and approvals which are the responsibility of the DEPARTMENT, as required by federal and state laws and regulations or as otherwise agreed to, in writing, between the parties and provide necessary coordination with the FHWA as determined to be necessary by the DEPARTMENT.
  - b. Upon receipt of the LOCALITY's invoices pursuant to paragraph 1.f., reimburse the LOCALITY the cost of eligible Project expenses, as described in Appendix A. Such reimbursements shall be payable by the DEPARTMENT within 30 days of an acceptable submission by the LOCALITY.
  - c. If appropriate, submit invoices to the LOCALITY for the LOCALITY's share of eligible project expenses incurred by the DEPARTMENT in the performance of activities pursuant to paragraph 2.a.
  - d. Audit the LOCALITY's Project records and documentation as may be required to verify LOCALITY compliance with federal and state laws and regulations.
  - e. Make available to the LOCALITY guidelines to assist the parties in carrying out responsibilities under this Agreement.

3. Appendix A identifies the funding sources for the project, phases of work to be administered by the LOCALITY, and additional project-specific requirements agreed to by the parties. There may be additional elements that, once identified, shall be addressed by the parties hereto in writing, which may require an amendment to this Agreement.
4. If designated by the DEPARTMENT, the LOCALITY is authorized to act as the DEPARTMENT's agent for the purpose of conducting survey work pursuant to Section 33.2-1011 of the Code of Virginia, 1950, as amended.
5. Nothing in this Agreement shall obligate the parties hereto to expend or provide any funds in excess of funds agreed upon in this Agreement or as shall have been included in an annual or other lawful appropriation. In the event the cost of a Project is anticipated to exceed the allocation shown for such respective Project on Appendix A, both parties agree to cooperate in providing additional funding for the Project or to terminate the Project before its costs exceed the allocated amount, however the DEPARTMENT and the LOCALITY shall not be obligated to provide additional funds beyond those appropriated pursuant to an annual or other lawful appropriation.
6. Nothing in this Agreement shall be construed as a waiver of the LOCALITY's or the Commonwealth of Virginia's sovereign immunity.
7. The Parties mutually agree and acknowledge, in entering this Agreement, that the individuals acting on behalf of the Parties are acting within the scope of their official authority and the Parties agree that neither Party will bring a suit or assert a claim against any official, officer, or employee of either party, in their individual or personal capacity for a breach or violation of the terms of this Agreement or to otherwise enforce the terms and conditions of this Agreement. The foregoing notwithstanding, nothing in this subparagraph shall prevent the enforcement of the terms and conditions of this Agreement by or against either Party in a competent court of law.
8. The Parties mutually agree that no provision of this Agreement shall create in the public, or in any person or entity other than the Parties, rights as a third party beneficiary hereunder, or authorize any person or entity, not a party hereto, to maintain any action for, without limitation, personal injury, property damage, breach of contract, or return of money, or property, deposit(s), cancellation or forfeiture of bonds, financial instruments, pursuant to the terms of this Agreement or otherwise. Notwithstanding any other provision of this Agreement to the contrary, unless otherwise provided, the Parties agree that the LOCALITY or the DEPARTMENT shall not be bound by any agreements between either party and other persons or entities concerning any matter which is the subject of this Agreement, unless and until the LOCALITY or the DEPARTMENT has, in writing, received a true copy of such agreement(s) and has affirmatively agreed, in writing, to be bound by such Agreement.

9. This Agreement may be terminated by either party upon 30 days advance written notice. Eligible Project expenses incurred through the date of termination shall be reimbursed in accordance with paragraphs 1.f, 1.g., and 2.b, subject to the limitations established in this Agreement and Appendix A. Upon termination, the DEPARTMENT shall retain ownership of plans, specifications, and right of way, unless all state and federal funds provided for the Project have been reimbursed to the DEPARTMENT by the LOCALITY, in which case the LOCALITY will have ownership of the plans, specifications, and right of way, unless otherwise mutually agreed upon in writing.
10. Prior to any action pursuant to paragraphs 1.b or 1.g of this Agreement, the DEPARTMENT shall provide notice to the LOCALITY with a specific description of the breach of agreement provisions. Upon receipt of a notice of breach, the LOCALITY will be provided the opportunity to cure such breach or to provide a plan to cure to the satisfaction to the DEPARTMENT. If, within sixty (60) days after receipt of the written notice of breach, the LOCALITY has neither cured the breach, nor is diligently pursuing a cure of the breach to the satisfaction of the DEPARTMENT, then upon receipt by the LOCALITY of a written notice from the DEPARTMENT stating that the breach has neither been cured, nor is the LOCALITY diligently pursuing a cure, the DEPARTMENT may exercise any remedies it may have under this Agreement.

THE LOCALITY and DEPARTMENT acknowledge and agree that this Agreement has been prepared jointly by the parties and shall be construed simply and in accordance with its fair meaning and not strictly for or against any party.

THIS AGREEMENT, when properly executed, shall be binding upon both parties, their successors, and assigns.

THIS AGREEMENT may be modified in writing by mutual agreement of both parties.

IN WITNESS WHEREOF, each party hereto has caused this Agreement to be executed as of the day, month, and year first herein written.

**CITY OF RICHMOND, VIRGINIA:**

\_\_\_\_\_

\_\_\_\_\_  
Typed or printed name of signatory

\_\_\_\_\_  
Title

\_\_\_\_\_  
Date

\_\_\_\_\_  
Signature of Witness

\_\_\_\_\_  
Date

NOTE: The official signing for the LOCALITY must attach a certified copy of his or her authority to execute this Agreement.

**COMMONWEALTH OF VIRGINIA, DEPARTMENT OF TRANSPORTATION:**

\_\_\_\_\_  
Chief of Policy

\_\_\_\_\_  
Date

Commonwealth of Virginia

Department of Transportation

\_\_\_\_\_  
Signature of Witness

\_\_\_\_\_  
Date

**Attachments**

Appendix A (UPC 118943)

Appendix A

Date: 1/7/2022

Project Number: U000-127-111 UPC: 118943 CFDA # 20 205 Locality: City of Richmond

Project Location ZIP+4: 23225-4767	Locality DUNS # 003133840	Locality Address (incl ZIP+4): 900 East Broad Street Richmond, VA 23219-1907
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**Project Narrative**

Work Description:	James River Branch - Rail to Trail Greenway - The James River Branch Trail is a 2-mile shared-use path along abandoned CSX ROW in Richmond, VA. It extends from the Forest View neighborhood near 49th Street to George Wythe High School to McGuire VA Hospital to Hopkins Road.		
From:	Hopkins Road		
To:	W 49th Street		
Locality Project Manager Contact info:	Jakob Helmboldt 804-646-7141	<a href="mailto:Jakob.Helmboldt@rva.gov">Jakob.Helmboldt@rva.gov</a>	
Department Project Coordinator Contact info:	James Maiden 804-381-1047	<a href="mailto:james.maiden@vdot.virginia.gov">james.maiden@vdot.virginia.gov</a>	

**Project Estimates**

	Preliminary Engineering	Right of Way and Utilities	Construction	Total Estimated Cost
Estimated Locality Project Expenses	\$902,000	\$4,721,214	\$7,201,280	\$12,824,494
Estimated VDOT Project Expenses	\$75,000	\$2,500	\$222,720	\$300,220
Estimated Total Project Costs	\$977,000	\$4,723,714	\$7,424,000	\$13,124,714

**Project Cost and Reimbursement**

Phase	Estimated Project Costs	Funds type (Choose from drop down box)	Local % Participation for Funds Type	Local Share Amount	Maximum Reimbursement (Estimated Cost - Local Share)	Estimated Reimbursement to Locality (Max. Reimbursement - Est. VDOT Expenses)
Preliminary Engineering	\$977,000	Local Funds	100%	\$977,000	\$0	
<b>Total PE</b>	<b>\$977,000</b>			<b>\$977,000</b>	<b>\$0</b>	<b>\$0</b>
Right of Way & Utilities	\$4,124,714	Safety Incentive Funds	0%	\$0	\$4,124,714	
	\$599,000	Local Funds	100%	\$599,000	\$0	
<b>Total RW</b>	<b>\$4,723,714</b>			<b>\$599,000</b>	<b>\$4,124,714</b>	<b>\$4,122,214</b>
Construction	\$7,424,000	Local Funds	100%	\$7,424,000	\$0	
<b>Total CN</b>	<b>\$7,424,000</b>			<b>\$7,424,000</b>	<b>\$0</b>	<b>\$0</b>
<b>Total Estimated Cost</b>	<b>\$13,124,714</b>			<b>\$9,000,000</b>	<b>\$4,124,714</b>	<b>\$4,122,214</b>

Total Maximum Reimbursement by VDOT to Locality (Less Local Share)

\$4,124,714

Estimated Total Reimbursement by VDOT to Locality (Less Local Share and VDOT Expenses)

\$4,122,214

**Project Financing**

					Aggregate Allocations
Safety Incentive Funds	Local Funds				
\$4,124,714	\$9,000,000				\$13,124,714

**Program and Project Specific Funding Requirements**

- This Project shall be administered in accordance with VDOT's Locally Administered Projects Manual and Urban Manual.
- This is a limited funds project. The LOCALITY shall be responsible for any additional funding in excess of \$4,124,714
- Reimbursement for eligible expenditures shall not exceed funds allocated each year by the Commonwealth Transportation Board in the Six Year Improvement Program.
- All local funds included on this appendix have been formally committed by the local government's board or council resolution subject to appropriation.
- The LOCALITY will continue to operate and maintain the facility as constructed. Should the design features of the Project be altered by the LOCALITY subsequent to Project completion without approval of the DEPARTMENT, the LOCALITY inherently agrees, by execution of this agreement, to make restitution, either physically or monetarily, as required by the DEPARTMENT.
- At PE Authorization, VDOT will invoice the LOCALITY for their share of the project costs. The LOCALITY shall make one lump sum payment in the amount of \$75,000, to VDOT, no later than 30 days after receipt of VDOT's invoice.
- After Construction Award, VDOT will invoice the LOCALITY for their share of the project costs. The LOCALITY shall make one lump sum payment in the amount of \$222,720, to VDOT, no later than 30 days after receipt of VDOT's invoice, and prior to the occurrence of any Construction work.

This attachment is certified and made an official attachment to this document by the parties to this agreement.

Authorized Locality Official

Date

Authorized VDOT Official

Date

Typed or printed name of person signing

Typed or printed name of person signing

