



Agenda – Roads Working Group

November 9, 2010

9:30 AM

1. Call to Order
2. Approval of 9-14-10 Meeting Minutes
3. Update on Risk Management/County Attorney's Review of White Paper
4. Discussion/Possible Action to approve White Paper with revisions
5. Public Comment
6. New Agenda Items
7. Adjournment

MEETING ROAD WORKING GROUP

September 14, 2010

Present: Jake Brown, Nancy Pottinger, Mike Bader, Lyle Miller. Frank Vasquez, Scott Altherr, Norma Northcross

August 17, 2010 study session minutes were approved unanimously

Scott Altherr summarized the previous meeting for the members that were not present

The committee members started reviewing the White Paper with all the consensus added (changes recommended during the previous meeting).

- Nancy mentioned that we maybe need to define the primitive road designation within the body of the white paper
- Encourage the Board of Supervisors Lobbying group – to get more HURF money
There will be a reduction of Funds because of Green/electric cars, use less fuel, will get us less HURF money
- VLT (Vehicle License Plates) - Public Works is only getting 30%
70% of these funds go to the general fund a bigger percentage should be utilized for road maintenance
- When the white paper is presented to the BOS it should be simple and concise

There was a motion to approve the paper with the minor revisions suggested during the meeting. Motion approved unanimously.

WHITE PAPER (draft ~~-14-28 Sep-Oct~~ 10)

SUBJECT: Santa Cruz County Roads Working Group Position Paper

STATEMENT OF THE PROBLEM:

Santa Cruz County Board of Supervisors appointed a committee to recommend improvements in dealing with county road maintenance and funding.

BACKGROUND:

1. Issues arose at SCCBOS meetings in September 2009 regarding county road maintenance and costs. The initial focus was those unimproved dirt roads in Rio Rico undeveloped subdivisions which alone could consume much of the current county road maintenance budget and resources. To help analyze the situation, the SCCBOS appointed a committee to look for ways to deal with all County Roads, but most specifically those Rio Rico Roads that have never been maintained, without abandoning them; tasks include analyzing and recommending changes to operations/maintenance, dirt road standards, and identifying funding mechanisms which could be considered for the county.
2. The committee members were: Bill Cox, committee chairman; Jake Brown, member; Dr. Simon Escalada, member; Nancy Pottinger, member; Victor Fontes, member; Mike Bader, member; Lyle Miller, member; Frank. Vasquez, member; Paul Hathaway, member; and county representatives: Scott J. Altherr, SCC Public Works Director; ,Norma Northcross Public Works. Monthly committee meetings were held from February to September 2010.

APPROACH TO THE TASK:

1. Define the task.

The task was defined by the Board in a Study Session where they indicated that the desire of the Board was for the committee to research ways to keep the Rio Rico Roads that were proposed for abandonment and address the deficiencies and liability in some other way and to look at the County as a whole for ways to improve operations, maintenance, and reduce liability on roads.

2. Define the related issues.

Appendix A contains issues the committee considered being relevant to the task. The Committee gave a consensus on each issue. These issues were taken into consideration when solution options were prepared.

3. Analyze the data and prepare solution options.

Appendix B provides this analysis. Also it discusses the pros and cons of each option so that the decision maker can properly consider the factors and merits of each option.

4. Define the costs, funding, and existing County resources.

Appendix C provides the costs, budget funding, and resource allocation considerations that were utilized to arrive at the conclusions.

CONCLUSIONS:

Six solution options were prepared by the committee for consideration. They are identified in detail in Appendix B. They are also briefly summarized below.

Option #1: Status Quo: No further Consideration

Option #2: Change Standards: No further Consideration

Option#3: Overhaul Distribution of Maintenance: Committee Supports

Option #4: More Funding: Committee Supports

Option #5: Primitive Roads: Committee Supports

Option #6: Outsource Maintenance Work: Committee Supports with reservations

RECOMMENDATIONS:

The Committee recommends that the Board of Supervisors consider this Committee's position on the issues listed in Appendix A and adopt the recommendations provided in Appendix B allowing County Staff to begin implementing the changes needed to address the issues. More specifically, the Committees recommendations are:

- To support the Public Works Department in pursuing an overhaul to the distribution and allocation of department resources – including providing a consistent standard for maintenance across the County.
- To allow staff to reallocate Forest Fee funding and increase the Road Department's distribution. To pursue funding from DHS. To allow staff to bring an impact fee ordinance back to the Board for consideration. To distribute eligible maintenance costs to Flood Control. To distribute those uncaptured fleet maintenance ~~personnel~~-costs to ~~other~~ all benefitting departments.
- To utilize the "Primitive Road" designation to give access to property owners ~~and distinctly classify those roads that have no houses versus those that have residents currently living adjacent to them~~. Additional funding will be required to make certain primitive roads initially passable.
- To give the Public Works Department the flexibility to outsource work when cost effective; consider having a Job Order Contract (JOC) for small projects that County crews may not be equipped to handle or when crews are unable to depart from maintenance.

The Committee has provided a consensus on these Options in Appendix B which has more details on the pros and cons which were considered. The Committee recommends that the Board adopt this White Paper as a living document and bring it back to the Road Working Group for refinement when necessary. It is also recommended that the Roads Working Group stay intact and be available when the Board deems it necessary for them to explore additional issues or refine the existing document. It is recommended that the Board replace those members of the Committee that have fulfilled their task and do not want to commit to a longer term on the Committee.

APPENDICES:

APPENDIX A: ISSUES

APPENDIX B: DATA ANALYSIS & SOLUTION OPTIONS

APPENDIX C: COST & BUDGET INFORMATION

POWER POINT PRESENTATION

APPENDIX A

ISSUES

APPENDIX A: ISSUES

1. Many roads were accepted into the County Maintenance System yet do not meet any standard and are many times not passable.
 - a. New homes are built on impassable roads and homeowners expect the County to construct the roads
 - b. The County cannot simply grade these roads – many need to be constructed – which is an expensive and time consuming effort.
 - c. The County has not brought the roads up to any standard in the past – creating liability the minute they are opened for passage
 - d. The County has limited resources considering the reduction in force and over 35% reduction in HURF revenue
 - e. Constructing the roads to the County’s adopted standard is not affordable – yet a lawsuit due to the substandard condition is also not affordable

*Committee Consensus: **Homeowners should be afforded access to their property, and all individuals/parties lawfully entitled to legal access including those lawfully doing business on the public right of way should be afforded access as well.***

2. Are the County’s construction standards too High?
 - a. The ACIP audits the Counties annually on roads. They expect the Counties to take every step possible to reduce exposure to lawsuits by meeting standard of care.
 - b. There are no other Counties with a dirt-road standard.
 - c. Primitive Roads do not need to meet any standard

*Committee Consensus: **The County should not adopt a dirt road construction/design standard; however it should consider the benefits of the primitive road designation.***

3. The County’s standard of maintenance is not consistent across the County. Level of maintenance is higher in certain locations for same classification of road.
 - a. Grading standard should be created for each classification of road to cultivate consistency countywide
 - b. Consider redistributing resources geographically based on need of department
 - c. Why is County blading Forest Service Roads with no funding from the Forest Service?

*Committee Consensus: **Committee supports an even distribution of resources and a consistent maintenance standard for each classification of road. Committee supports the proposed grading standards in Table 3 of Appendix C.***

4. The Road department does not receive any funding except HURF for maintenance of the roads.
 - a. HURF Revenue is down 30-35% and the State continues to sweep a portion for DPS.
 - b. HURF is also expected to fund annual personnel costs, a portion of Fleet Costs, and Indirect Costs.
 - c. Can more of Flood Control funding be used to supplement HURF especially when dealing with cleanup after storms?
 - d. Improvement Districts, while a funding avenue, would likely not garner support from the many out of town lot owners.
 - e. Improvement Districts must be initiated by the public and someone has to be willing to circulate petitions.
 - f. PILT and Forest Fees money, although eligible to be used on roads, are currently not being distributed to the roads other than 1% of the Forest Fees.
 - g. New taxes for roads are not supported in this economy
 - h. Impact Fees should be pursued as a mechanism to fund infrastructure – especially for the background growth in Rio Rico

Committee Consensus: The Committee supports an increase in Forest Fees contributions to the Road Dept and continued pursuit of funding from the Department of Homeland Security. Committee also believes that the Flood Control District's contribution towards road maintenance/damage caused by flooding should be increased.

5. Primitive Road Legislation changed to include roads that meet a certain criteria after 1975
 - a. Certain roads now meet the criteria for Primitive Road with the recent change
 - b. Primitive Road designation allows limited maintenance yet absolves County of liability for condition of road
 - c. Consider ~~two separate maintenance standards for primitive roads: those primitive roads that have houses on them and those primitive roads that presently do not have any houses along them~~ utilizing the primitive road designation for all eligible roads.

Committee Consensus: The Committee supports recommendation of designation of primitive roads ~~for two distinct classifications of road 1) Zero maintenance; and 2) Limited maintenance – yet provisions should be made for Zero maintenance roads to receive some attention when a drainage washout occurs for those that meet the criteria in ARS 28-6706. When a house is built on a “zero-maintenance” primitive road the classification should shift to a “limited-maintenance” primitive road. Consideration should be given to all roads which are eligible for primitive road designation which are not already in the County maintenance system including those Rio Rico Subdivision Roads and Kino Springs Subdivision roads which meet eligibility. Consideration should be given to provide the Road Department with additional funding to cover expenses of making those “limited-maintenance” roads initially passable. Committee recommends setting a maintenance standard for those “limited-maintenance” roads consistent with the proposed # grades in Table 3 of Appendix C.~~

6. Should County consider outsourcing maintenance work – especially additional work resulting from designation of more primitive roads?
 - a. Current staffing levels are consistent with other County jurisdictions

- b. Projects that arise outside of normal maintenance scope might be good candidates to outsource.
- c. County is limited to constructing no more than \$200,000 per project without going to bid per Title 34 Thresholds.

Committee Consensus: Committee recommends that the Public Works Department have the flexibility to outsource to contractors when cost effective. Consider bringing aboard a Job Order Contractor (JOC) for smaller projects.

APPENDIX B
ANALYSIS AND SOLUTION OPTIONS

APPENDIX B: DATA ANALYSIS & SOLUTION OPTIONS

OPTION 1

Status Quo: Continue Operations with No Change

This Option includes the following:

1. County Road Crews would once again begin to construct roads when requested by ~~homeowners~~ those individuals/parties entitled to legal access.
2. Crews would construct to no standard
3. Crews would continue to have inconsistent standard of maintenance across the county
4. Road department would not have new funding to pay for construction/maintenance of new roads

Pros	Cons
Lot Owners would get physical access	Road department would not have resources to open new roads
Lot Owners would get maintenance to their road	Road would not meet any standard
	County would be exposed to lawsuits
	Drainage problems would be prevalent
	No additional funding to address added effort
	Equipment wear and tear

*Committee Consensus: **This option should not be pursued further***

OPTION 2

Change Standards: Develop new design standard for Dirt Road

This Option includes the following:

1. Creating a design standard for dirt roads.
2. Creates a threshold where dirt roads are allowed
3. Limits enforcement of current pavement standard

Pros	Cons
Would allow crews to build to a standard	Dirt Roads have a constant changing surface
Lot Owners would get physical access	Standard would not always be present
Lot Owners would get maintenance to their road	No other Counties have dirt road standard
	County still has significant exposure to lawsuits
	Developers would argue that they can build dirt roads
	Road department would not have resources to open new roads
	No additional funding to address added effort
	County is limited to constructing no more than \$200K

Committee Consensus: This option should not be pursued further – yet consider utilizing the primitive road designation.

OPTION 3

Overhaul Distribution of Maintenance Dollars: Make consistent standard for dirt road maintenance

This Option includes the following:

1. Creating classifications of dirt roads.
- ~~2. Creates standard for number of grades per year per classification type~~
- ~~3.2.~~ Redistributes resources within the County to accomplish consistent level of maintenance

Pros	Cons
Everyone would receive consistent level of service	Some parts of County would receive less maintenance than they are currently receiving
Frees up resources	More Forest Service roads might not be passable for passenger cars
Better control over maintenance expenditures	
Schedule would be available to inform public of next maintenance service	

Committee Consensus: ***The Committee supports this option and recommends that the Public Works Department be able to implement the classifications and “# of grades per year” as proposed in Table 3, Appendix C.***

OPTION 4

More Funding: Identify other sources of funding for road maintenance:

This Option includes the following:

1. Providing a Non-HURF funding source.
2. Identifying eligible funding for roads not currently being used on roads
3. Pursuing impact fees for Rio Rico

Pros	Cons
Additional funding would allow more grading output	The General Fund is currently depleted and not an opportunity
Grading Capacity could increase	Forest Fees are currently being used by the Schools
Frees up resources	Cuts would have to be made to free up other funding
Lot Owners would get physical access	Not a good time for new taxes
Lot Owners would get maintenance to their road	

Committee Consensus: The Committee believes that the Road Department should receive more than \$7,500 from forest fees (approximately 1%). Coconino County uses 50% of its Forest Fees for roads. Committee believes that the County should pursue impact fees now while development is slow. Additionally, Committee believes that the County should pursue road maintenance funding from DHS since they are the primary beneficiary of many of the County Roads. As allowed by State Law, Flood Control District should contribute more towards the maintenance/damage to roads caused by flooding. Committee also believes that the County should pursue funding from BECC/Nadbank for dust control as a means of paving highly travelled dirt roads. County should not require the Road Fund to bear 100% of fleet maintenance ~~personnel~~ costs – uncaptured costs should be distributed among all benefitting departments – which will effectively free up resources to be used on roads.

OPTION 5

Primitive Roads: Designate Primitive Roads ~~and provide standard of maintenance for them~~

This Option includes the following:

1. Identify which roads currently meet the new Primitive Road Standard.
2. Designate Primitive Roads via resolution of the Board
- ~~3. Create two levels of maintenance for Primitive Roads: Zero Maintenance (for those with no houses) and Limited Maintenance (for those with houses)~~

Pros	Cons
County has no liability for a primitive road	The maintenance would be limited and not regular
Lot Owners would get physical access	No additional funding for the added effort
Lot Owners would get limited maintenance to their road	
County would not have to bring the road to any standard	

*Committee Consensus: **County should pursue as an immediate option to provide access and limit liability.***

OPTION 6

Outsourcing Maintenance Work: Hiring contractor to do maintenance work instead of internal staff

This Option includes the following:

1. Utilizing the services of an Outside Contractor
2. Identifying maintenance efforts that might be more efficiently done by an outside contractor
3. Hiring freeze until it is determined that position is more cost effective than contracting

Pros	Cons
Could be more cost effective for large areas of work	Potentially Eliminates county positions
Reduces Overhead – Personnel Costs	Reduces ability to address non-scheduled maintenance
Contractor can be terminated if/when no longer necessary	Reduces ability to respond to emergency issues
Contractor's paid for effort and quantity	Contractors inflexible to help other departments
Could be utilized for added effort outside of County capabilities	
Reduces fleet cost/wear and tear on equipment	

Committee Consensus: The Public Works Department should be able to pursue this option if it is cost-effective.

APPENDIX C
COST AND BUDGET INFORMATION

APPENDIX C: COST & BUDGET INFORMATION

Table 1, Assorted Annual Costs Per Mile of Road

ACTIVITY	ANNUAL COST/MILE (\$)	INCREASED LIABILITY COSTS? (Y/N)
Maintain County Dirt Road	\$1,000-5,000	Y
Maintain Paved Road	\$3,500	N
Outsource Grading	\$2,000	Y
Construct to Standards	\$1,300,000	N
Make Primitive Road Passable	\$18,000	N
Maintain Primitive Road	\$0-1,000	N

BUDGET

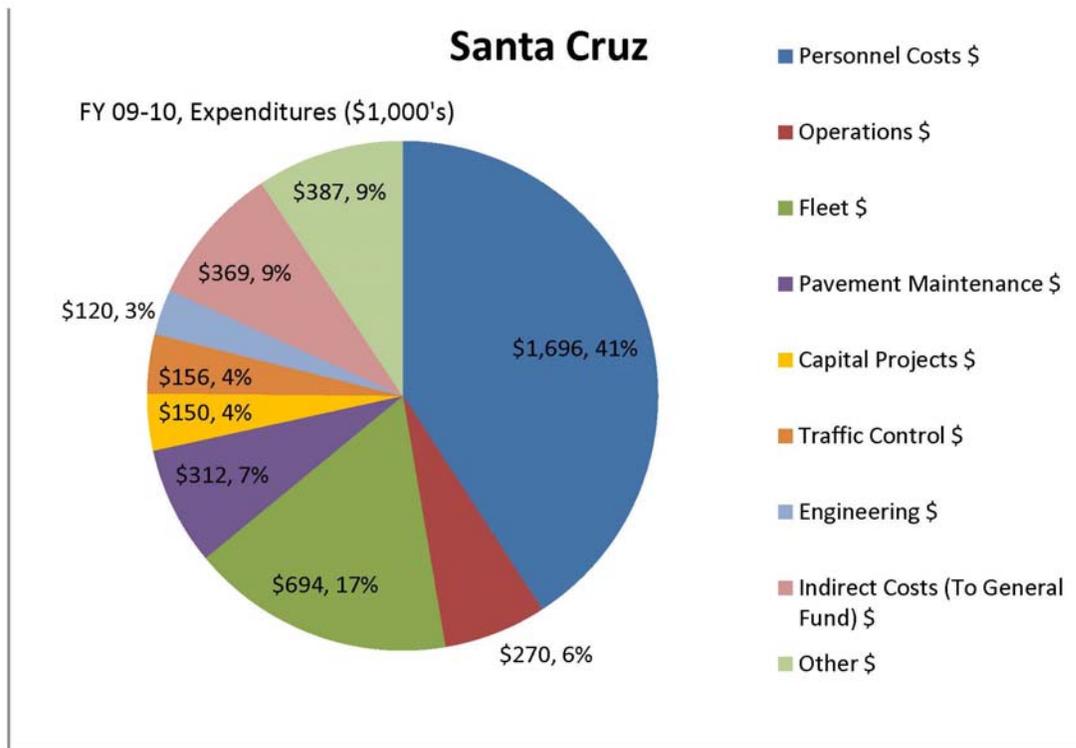


TABLE 2, GRADING POTENTIAL

Annual Labor Potential Heavy Equipment Operators

Heavy Equipment Operator	2080	Hours per year
	128	Vacation hrs
	104	Sick hrs
	320	Project hrs
	200	Mobilization
	320	Monsoon hrs
	80	Holiday hrs
	208	hrs admin/training
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	720	hrs grading

Combined Potential

	5	Heavy Equipment Operators
	720	hrs grading (ea)
	3600	hrs total annual grading output
	4	miles graded per day
	1800	miles total annual grading output
	320	miles of dirt road
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	6	grades per road per year

TABLE 3, Annual Dirt Road Grading Potential Breakdown

CURRENT	Classification	Mileage	# Grades	Grading Output (mi.)
	Primitive (0)	0	0	0
	Primitive (Ltd)	39.26	9	353.34
	Local	135.64	4	542.56
	Local (rural)	74.45	9	670.05
	Collector	36	12	432
Subtotal				1997.95

PROPOSED	Classification	Mileage	# Grades	Grading Output (mi.)
	Primitive (0)	56.21	0	0
	Primitive (Ltd)	44.26	2	88.52
	Local	100.83	9	907.47
	Local (rural)	74.45	4	297.8
	Collector	36	10	360
Subtotal				1653.79

Classification	West	East
Primitive (0)	56.21	0
Primitive (Ltd)	5	39.26
Local	66.66	34.17
Local (rural)	-	74.45
Collector	0	36
Grading Output	609.94	1043.85