

CITY OF COOS BAY CITY COUNCIL
Agenda Staff Report

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| MEETING DATE March 1, 2016 | AGENDA ITEM NUMBER |
|--------------------------------------|---------------------------|

TO: Mayor Shoji and City Councilors

FROM: Jim Hossley, Public Works Director *JH*

THROUGH: Rodger Craddock, City Manager

ISSUE: Consideration of Alternatives to Local Improvement District Street Standards and Adopt of Resolution 16-04

BACKGROUND:

The City of Coos Bay has approximately 167 lane miles of streets of which 23 lane miles (nearly 14%) are gravel roads. The gravel roads serve primarily residential areas. Some of the gravel roads are heavily traveled and serve several neighborhoods. There are other gravel roads that serve only small isolated neighborhoods. In the latter example, "isolated," means that the gravel road is not a through way but serves only as access to homes in a single neighborhood.

The existing gravel roads do not meet current City of Coos Bay street standards. Should they be paved and re-built, the re-built road would have to meet current standards. Current standards for a residential road require 36' of pavement which includes two 10' travel lanes plus 16' of pavement to accommodate parking on each side of the street. Curb and 5' sidewalk is also required on each side of the street. The standards also allow for a 28' wide pavement section where parking is restricted to one side of the street.

The City's funding for road maintenance and reconstruction has been very limited for several decades. This trend continues. For the foreseeable future, it is unlikely the City will have funds to pave the City's existing gravel roads. One alternative is for property owners to form a Local Improvement District (LID) to pay for paving their gravel roads. The main challenge facing owners wanting to form an LID is the cost to reconstruct a road to meet current City standards. In most cases, the proportional cost share per property owner is too high and interest in formation of the LID quickly dissipates. Another challenge is the limited funds the City has available to up front the cost for the improvements. Because of the high cost of meeting existing city standards, the City Council directed staff to explore reduced standards for street improvements associated with a Local Improvement District (LID).

Staff reviewed the *Neighborhood Street Design Guidelines, An Oregon Guide to Reducing Street Widths*. This document provides local governments with guidelines when considering street widths. The minimum recommended paved street width is 20', the Uniform Fire Code calls out 20-foot wide clear passage. Street width affects the

ability of emergency service vehicles to quickly reach a fire or medical emergency. Emergency service providers and residents alike have an expectation that neighborhood streets provide adequate space for emergency vehicles to promptly reach their destination and for firefighters to efficiently set up and use their equipment. Response times can be slowed depending upon the amount of on-street parking and traffic encountered. Narrow streets lined with parked cars may not provide adequate space for firefighters to access and use their equipment once they have reached the scene of an emergency..

Staff also had conversations with ECONorthwest about their work with the City of Portland on LID Standards. Staff also spoke with City of Portland LID administrator. The latter said in Portland, the cost per property owner is more than the amount that was calculated for the Nutwood LID property owners, in fact he said he wished he could get it that low. He said for his City's LID's to be successful, even with reduced standards, requires the City to subsidize a large portion of the total project cost.

The Nutwood LID example shows how much money could be saved by implementing reduced standards that still meet emergency response needs. Here is a summary of three of the four cost estimates the Engineer (The Dyer Partnership) prepared for the Nutwood LID:

Dyer Alternative A.) The engineer's estimate of direct construction cost with 10% contingency for approximately 700 linear feet of pavement meeting City standards (including curb, gutter, sidewalk, etc.) is \$522,000. Direct cost, plus indirect (engineering & administrative) cost, plus a 20% contingency is \$703,000.

Dyer Alternative C.) The engineer's estimate of direct construction cost with 10% contingency for approximately 700 linear feet of pavement with reduced pavement width (20' wide) and deletion of curb, gutter, and sidewalk, is estimated to be \$295,000. The direct cost, plus indirect cost, plus a 20% contingency for this reduced standards road is \$397,000.

Dyer Alternative D.) As the cost for the project using the reduced standards is still substantial, the LID proponents, engineer, and city staff decided to shorten the project to 495 linear feet and use the reduced standards. For the shortened project, the engineer's estimate for direct construction cost plus a 10% contingency is \$140,000. The engineer's estimate for direct cost, plus indirect cost, plus a 20% contingency is \$188,000.

The Alternative D proportional cost share for property owners interested in creating the Nutwood LID is still too high for them to accept. Thus staff explored an alternative using an 18' pavement width and a reduced material thicknesses (2" pavement/6" aggregate) along with 10% to 20% contingency is \$135.5K - \$150K. This is approximately \$35,000 (as much as 20%) in savings for this project over Alternative D. This is still unlikely to be enough savings to incentivize property owners to support the LID.

| Linear Pavement Ft | City Standard | Width of Pavement | DC+10% | DC+IDC+20% |
|--------------------|---------------|-------------------------|-----------|------------|
| 700 | Y | 28' | \$522,000 | \$703,000 |
| 700 | N | 20' | \$295,000 | \$397,000 |
| 495 | N | 20' | \$140,000 | \$188,000 |
| 495 | N | 18' + reduced thickness | \$111,500 | \$150,000 |

DC=Direct Cost; IDC=Indirect Cost

The attached document, "Local Improvement Districts to Upgrade Substandard Roads, Consideration for Alternative Standards" is provided for Council to consider. Note that these standards recommend consideration of reduced standards only for gravel roads serving small, isolated neighborhoods on a case-by-case basis. These standards would not apply to heavily traveled gravel roads serving two or more neighborhoods.

ADVANTAGES:

Considering alternative street standards for certain LID requests may encourage reconstruction of neighborhood gravel roads.

DISADVANTAGES:

Reduced standards could diminish the life of the paved street and increase on-going maintenance cost. Should Council implement cost sharing with LID projects, the limited funds prioritized for and intended for maintaining/repairing existing paved streets would be diverted to LIDs

BUDGET IMPLICATIONS:

Budget implications to the City will depend upon what, if any, cost sharing Council may want to consider for street improvement LIDs

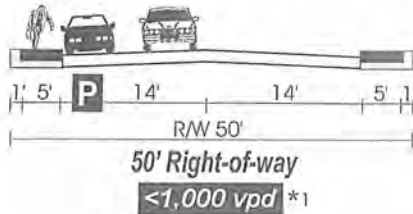
ACTION REQUESTED:

If it pleases the Council, consider the proposed "Local Improvement Districts to Upgrade Substandard Roads, Consideration for Alternative Standards" document. Should Council desire to accept the document, adopt Resolution 16-4.

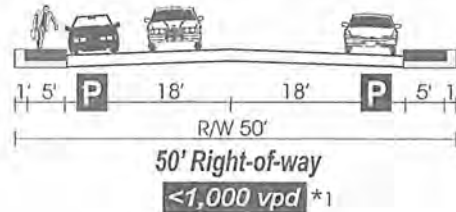
ATTACHMENTS:

Figure 3-5, Coos Bay Transportation System Plan
 "Local Improvement Districts to Upgrade Substandard Roads, Consideration for Alternative Standards"
 Resolution 16-04

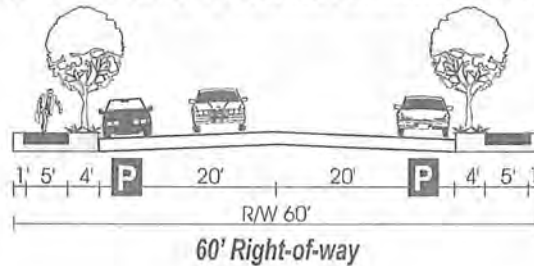
28' Standard Residential



36' Neighborhood Residential



40' Standard Commercial/Industrial



Local Proposed Street Design Characteristics
(typically minimums unless stated otherwise)

| Characteristic | Neighborhoods | Locals |
|---|-----------------------|-------------------------|
| Vehicle Lane Widths (Bus Route - 11 ft.) | 10 ft.*2 | 10 ft.*2 |
| On-Street Parking | | 8 ft. |
| Sidewalks (minimums) | 5 ft. | 5 ft. |
| Medians | | |
| Neighborhood Traffic Management (NTM) | Should Consider | Should Not be Necessary |
| Transit | Special Circumstances | Not Appropriate |
| Turn Lanes | | |
| Access Control | | |

Notes:

1. Local residential streets typically carry <1,000 vehicles per day, but it is not intended as a design capacity or limit.
2. In constrained conditions on collectors, neighborhood and local routes, a minimum width of 10 feet may be considered (except on bus routes).

Legend

P - On-street Parking Lane

Figure 3-5
LOCAL STREETS
COOS BAY RECOMMENDED
STREET CROSS SECTIONS

Local Improvement Districts to Upgrade Substandard Roads Considerations for Alternative Standards

Background

The City of Coos Bay has approximately 23 lane miles of gravel roads. The gravel roads serve primarily residential areas. Existing gravel roads do not meet current City of Coos Bay street standards. Should they be paved and re-built, the re-built road would have to meet current standards. Current standards for a residential road require 28' to 36' of pavement which includes two 10' travel lanes plus pavement to accommodate parking on one or both sides of the street. Curb and 5' sidewalk is also required on each side of the street. In meeting the new standards, storm drainage control facilities would likely be needed. Other utilities may need to be moved or adjusted to accommodate the paving and/or widening of the street. Excavation and/or fill may also be required to accommodate street widening. Other appurtenances (e.g. retaining walls) may be required and the need will vary based on existing conditions along and under the street.

Per Coos Bay Municipal Code Chapter 3.15, property owners along gravel streets can petition to form a Local Improvement District (LID) whereby they each agree to pay their proportionate share for paving their gravel roads. The big challenge facing owners wanting to form an LID is the cost to reconstruct a road to meet current City standards. In most cases, the proportional cost share per property owner is considered high and interest in formation of the LID quickly dissipates.

In an effort to ease the financial burden on individual property owners within an LID, the City Council can consider approving reduced LID street design standards for certain streets on a case by case basis.

Definitions

“Local Improvement District” means the property which is to be assessed for the cost or part of the cost of local improvement and the property on which the local improvement is located.

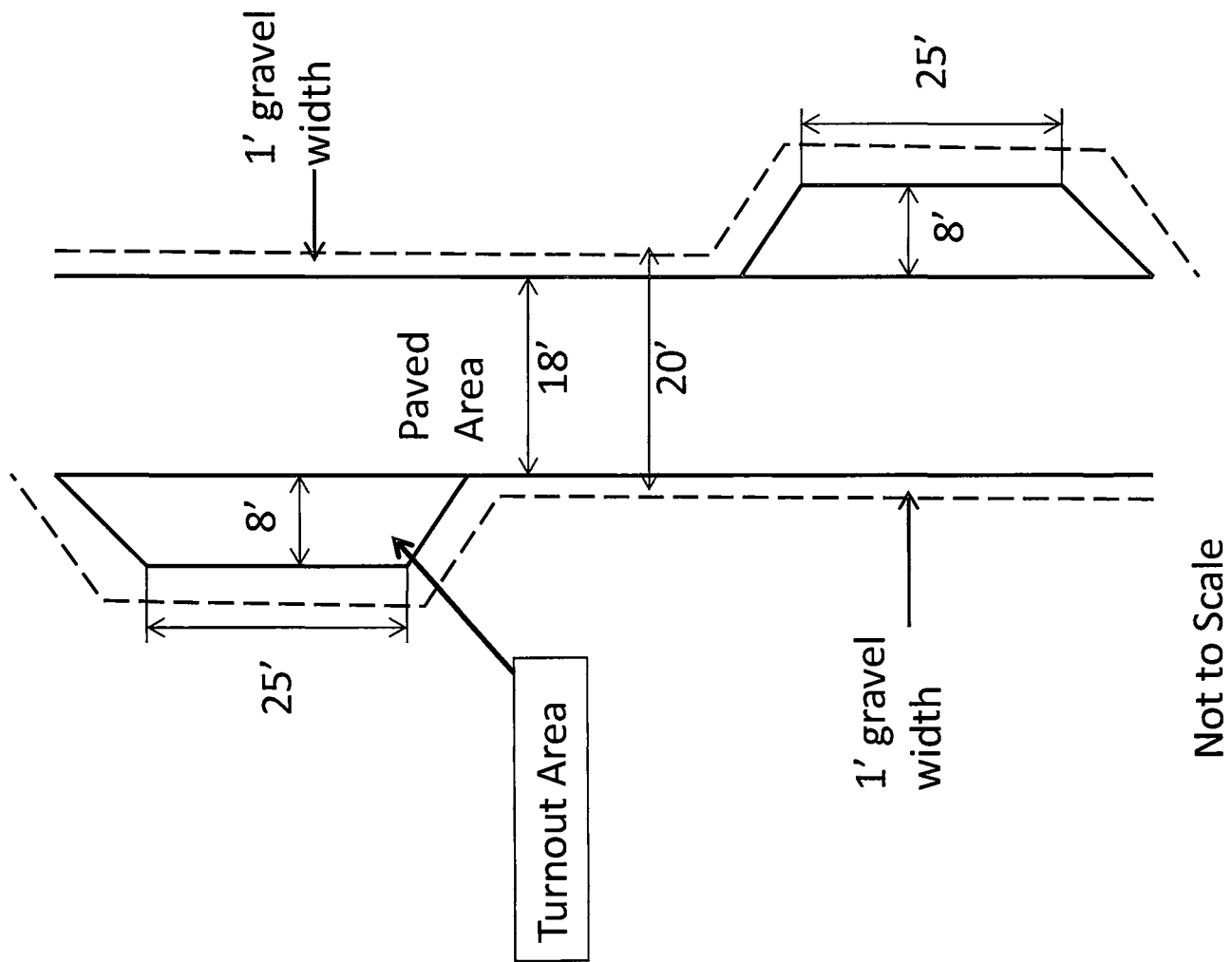
“Isolated Substandard Street/Road” means a substandard (gravel or paved) street/road that is not a through way but serves only as access to single family residences in a single neighborhood with the potential to serve 50 or less single family residences.

Standards and Considerations

All requests by Local Improvement District (LID) proponents to reduce City of Coos Bay street standards shall meet following criteria:

1. All requests for reduced street standards shall be considered for approval by the Coos Bay City Council on a case by case basis.

2. Reduction of City of Coos Bay street standards shall only be considered for a LID to improve an Isolated Substandard Street/Road.
3. Typical pavement thickness is 4" and aggregate base is 8" thick. Council may consider reduction in thickness. However, Council shall consider approval of asphalt thickness no less than 2" and aggregate base no less than 6". The City Council shall consider the increased maintenance cost associated with reduced thickness of asphalt and aggregate base.
4. A minimum of 20 feet of improved road surface is required to accommodate access by emergency vehicles, moving trucks, garbage trucks, delivery vehicles, etc.
5. When the City Council considers a reduced width of a LID road improvement, the minimum width shall be no less than 18' paved + 1' gravel shoulder on each side.
6. For roads approved with less than 28' pavement width, the City Council shall require the road be signed for no parking on both sides.
7. For roads with an approved pavement width of 20 feet or less, the City Council shall require the design engineer provide for strategically locating 25' x 8' paved turnouts at approximately 200' intervals or as recommended by the design engineer.
8. No deviation from hammerhead or bulb turnarounds shall be approved. They shall be designed for and constructed to City standards to accommodate emergency vehicles.
9. The Coos Bay City Council may consider and approve deletion of curb, gutter and/or sidewalk requirements from a LID project. If any of these are deleted from a LID project, the design for the roadway shall allow for their construction in the future.
10. Council shall not approve reduction in road standards for LIDs to improve gravel/substandard roads serving non-residential property, multi-residential properties, residential property with the potential to accommodate more than 50 SFRs, or those roads that serve multiple neighborhoods.
11. Only those standards mentioned for reduction or elimination above shall be considered. All other City standards shall be adhered to.



Not to Scale

CITY OF COOS BAY

Resolution 16 – 04

A RESOLUTION OF THE CITY OF COOS BAY, COOS COUNTY, OREGON ADOPTING REDUCED INFRASTRUCTURE STANDARDS FOR LOCAL IMPROVEMENT DISTRICTS FORMED TO CONSTRUCT OR IMPROVE CERTAIN STREETS.

WHEREAS, the Public Works Department regulates the design and implementation of public infrastructure projects and related facilities including those constructed through a Local Improvement District (LID); and

WHEREAS, the City's adopted Transportation System Plan (TSP) includes standards for City streets including pavement, sidewalks, curb, and gutter; and

WHEREAS, the Coos Bay City Council finds that the street standards provided in the TSP may be excessive for some street improvement LIDs; and

WHEREAS, to facilitate certain street LID projects the Public Works Department has developed a document titled, *Local Improvement Districts to Upgrade Substandard Roads, Consideration for Alternative Standards* to provide a consistent approach for designing street improvements and related facilities for certain LIDs; and

WHEREAS, adopting the *Local Improvement Districts to Upgrade Substandard Roads, Consideration for Alternative Standards* document will provide LID petitioners, the City Council, City staff, and design professionals guidance for design and implementation of certain LID street infrastructure projects and related facilities, and will provide the City Council a uniform method for reviewing and approving these projects.

NOW, THEREFORE, BE IT RESOLVED THAT, the City of Coos Bay, Coos County Oregon hereby adopts the document titled, *Local Improvement Districts to Upgrade Substandard Roads, Consideration for Alternative Standards*.

The foregoing resolution was duly adopted by the City of Coos Bay, Coos County, Oregon this 1st day of March 2016.

Crystal Shoji, Mayor

ATTEST:

Susanne Baker, City Recorder