

**RESOLUTION NO. 018-17**

**ESTABLISHING THE CITY OF MARTINEZ MEASURE D STREET SELECTION POLICY**

**WHEREAS**, on August 17, 2016 the City Council of the City of Martinez adopted Resolution 080-16 establishing policy guidelines for the annual paving and pavement rehabilitation project street selection in anticipation of the passing of a proposed half-cent sales tax measure dedicated to fixing Martinez streets; and

**WHEREAS**, said Resolution called for the City Engineer to present a written policy for the selection of streets for the Annual Paving and Rehabilitation projects; and

**WHEREAS**, on November 8, 2016 Martinez voters approved Measure D, a half-cent sales tax for fixing Martinez streets; and

**WHEREAS**, on February 1, 2017 the City Engineer has presented a "Draft City of Martinez Measure D Street Selection Policy ("Exhibit A") for Council review and edits; and

**WHEREAS**, the edits provided to staff from Council at said meeting have been incorporated into the attached Draft.

**NOW, THEREFORE, BE IT RESOLVED** said Council hereby approves the City of Martinez Measure D Street Selection Policy as set forth in Exhibit A, attached hereto and incorporated herein by reference.

\* \* \* \* \*

**I HEREBY CERTIFY** the foregoing is a true and correct copy of a resolution duly adopted by the City Council of the City of Martinez at a Regular Meeting of said Council held on the 15<sup>th</sup> day of February, 2017, by the following vote:

AYES: Councilmembers Lara DeLaney, Noralea Gipner, Mark Ross, Vice Mayor Debbie M<sup>c</sup>Killop, and Mayor Rob Schroder

NOES: None

ABSENT: None



RICHARD G. HERNANDEZ, CITY CLERK  
CITY OF MARTINEZ

Exhibit A

# City of Martinez Measure D Street Selection Policy

February 15, 2017

Rob Schroder, Mayor  
Debbie McKillop, Vice Mayor  
Lara DeLaney, Councilmember  
Noralea Gipner, Councilmember  
Mark Ross, Councilmember

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## I. Background

Due to inadequate state and federal road repair revenues and a lack of discretionary funding available for other than essential services, the City of Martinez's roads have deteriorated over decades of deferred maintenance.

The City enlisted Quality Engineering Solutions, Inc., (QES) in 2014 to conduct inspections of the City's pavement network and complete an assessment of its condition. Based on the findings in the Pavement Management Program P-TAP 14 Budget Options Report (PMP), issued by QES on March 16, 2015, the overall condition of the City's street network is at a Pavement Condition Index (PCI) level of 51. This low overall score reflects a street system a mere 2 points from being considered within the "Poor" category and places Martinez within the bottom of the "At Risk" category as identified in the Metropolitan Transportation Commission (MTC) Pavement Condition Index for Bay Area Jurisdictions, 2015 report. The "At Risk" category is defined as "deteriorated pavement requiring immediate attention, including rehabilitative work." Furthermore, the MTC report shows that among the 19 cities within Contra Costa County, the condition of Martinez streets ranked next to last.

To address these concerns over the condition of the City's street system, the Martinez City Council approved Resolution No. 078-16 on August 3, 2016, to place a proposed transactions and use tax for the purpose of improving and maintaining the City's roadways on the November 8, 2016 General Municipal Election. The "Martinez Road Improvement and Maintenance Measure" presented voters with the following ballot question: "To provide funding that stays in Martinez, to be used exclusively to improve and maintain the City's roadways, shall an ordinance which imposes a temporary, half-cent transaction and use (sales) tax for 15 years, providing an estimated \$2.1 million annually, with citizens' oversight and annual audits, be adopted?"

On November 8, 2016, approximately seventy-two percent (72%) the residents of Martinez overwhelmingly approved Measure D, to increase the sales and transaction tax by an additional one-half percent (0.50%) for 15 years to fund roadway projects. It is estimated this new revenue source will produce \$2.1 million annually.

## II. Purpose

The purpose of the Street Selection Policy is to provide a written document to assist the public and elected official understand the process used for selecting streets for paving, restoration and preservation. The policy may be amended from time to time by the City Council. The road maintenance activities and improvements funded by Measure D are as follows:

### ***Road Improvement and Maintenance***

- Asphalt pavement overlay and rehabilitation projects
- Pothole and surface repair

- Pavement dig outs & asphalt overlays less than 1-inch
- Full-depth reclamation, cold in-place asphalt recycling and other street reconstruction Best Management Practices.
- Paving and pavement rehabilitation project material testing and other quality assurance measures
- Crack filling
- Shoulder restoration
- Pavement grinding, removal and replacement
- Chip seals, micro-seals, slurry seals and other surface treatment
- Re-striping, thermoplastic and/or painting and installation of pavement markers and reflectors
- Graveling and grading on publicly maintained unpaved roads
- Required curb ramps
- Raising storm drain and/or street monument boxes to grade
- Maintenance of street signs
- Bridge deck and railing repair or replacement
- Rock riprap protections
- Maintenance equipment lease, rental, or purchase
- Road construction equipment rental, lease, purchase
- Road construction equipment repair
- Road maintenance and improvement design, inspection, project management and administration costs
- Road-related infrastructure improvements, such as repair or replacement of storm drains and drainage systems, bridges, public sidewalks and bicycle facilities.

### **III. Definitions**

PMP – Pavement Management Program: A report used by the City to periodically assess the condition of public streets and help guide decisions regarding priorities for repair.

PCI – Pavement Condition Index (0 to 100 with 100 being best): A standardized physical measurement of the condition of a segment of road. PCI is used to determine a recommended road repair treatment and estimated repair cost.

Every two years the City updates its PMP and through that process, each segment of road is surveyed and the PCI is updated.

#### ***Treatment types***

Chip Seal – A pavement surface treatment that combines a layer of heated asphalt liquid covered by a layer of small rocks (~3/8"). This common and cost-effective treatment is normally used to preserve rural roads. Generally, chip seal are re-applied every 3 to 5 years.

Overlay – The addition of a new layer of asphalt generally over 1 ½” thick. Generally, overlays are used on higher vehicle volume roadways. Prior to overlaying a street, base failure areas and major cracks must be repaired.

Reconstruction – The removal and replacement of the asphalt and base course. Newer technologies grind and recycle the ground asphalt and base, add a stabilizer such as concrete, and reuse as a new base course. A wearing course of asphalt or cape seal is then applied to the road surface.

Rubberized Cape Seal – A common surface treatment used on suburban residential roads with significant cracking but a firm sub-base. Areas of base failure are repaired prior to the placement of the surface treatment, which is a combination of a first layer of chip seal with rocks of sizes up to one-half inch. The oil binder includes rubber that holds the rocks together. After a set up time of a minimum of 7 days, the rubber chip layer is slurry sealed. This seal provides a smooth riding surface for cars and bicyclists. In Martinez, this treatment has proven to be a cost effective way to restore poor condition roadways to an acceptable level of service. The City has extended the life of the street an additional 10 or more years using this treatment.

Slurry Seal – A mixture of emulsified asphalt, water and sand. Slurry seals are used on roads with minimal cracking and are intended to replace the worn surface of newer (< 20 year old) roads with high PCIs. Slurry seals provide an important, cost effective treatment to preserve newer streets. On heavier traveled streets, a slurry seal will extend the life of the street an additional 5 years.

#### **IV. Pavement Management Program (PMP)**

To obtain certain state and federal funding for street maintenances, cities are required to maintain a condition index of their street system. The Metropolitan Transportation Commission (MTC) has developed their “StreetSaver” computer program. This computer program is a pioneering, computer-based pavement management system. The PMP was originally developed as a budgeting tool to determine funding needs Bay Area-wide to bring streets up to an acceptable level of service. The objective of the PMP is to help Bay Area cities and counties better maintain their local streets and roads. The PMP develops various budget scenarios. They include:

1) Unconstrained - shows the funding required to eliminate all deferred maintenance. In 2015, the City had a deferred maintenance need of \$70M.

2) Current Investment Level. Before Measure D, this was estimated to be \$1M per year.

3) Maintain Current Pavement Condition Index (PCI) – In 2015 it was determined the City would need to invest \$17.6M over five years to maintain our current PCI. This amount was used in determining the funding goal of Measure D.

- 4) Increase PCI by 5 points; and
- 5) Do Nothing scenario.

## **V. Street Selection Strategy**

The Martinez City Council adopted Resolution No. 080-16 on August 17, 2016, to establish policy guidelines for the selection of annual paving and pavement rehabilitation projects. This Street Selection Policy is intended to implement the requirements as set forth in Resolution No. 080-16, which specified that:

1) said written policy shall include a requirement for an annual public workshop regarding the prioritization of pavement projects to be funded by the proceeds of the Tax Measure at a time, place and date, convenient for public participation (e.g., non-holiday, work week evenings, daytime Saturdays), and that consideration of these pavement projects will thereafter be included as a separate item on a publicly noticed City Council agenda; and

2) the selection of streets shall balance both preventative maintenance needs and street restoration and reconstruction needs as recommended in the Report and by MTC; and

3) the City Engineer shall use the PMP to measure the effectiveness of future Annual Paving and Pavement Rehabilitation projects; and

4) in addition to utilizing the PMP, the City Engineer shall coordinate the selection of streets for the Annual Paving and Pavement Rehabilitation Project with other roadway and utility projects so as to be both cost effective and to minimize the possibility of damage to newly rehabilitated roadways from future roadway and utility projects; and

5) the City Engineer shall consider paving needs throughout the City in making recommendations on the selection of streets for the Annual Paving and Pavement Rehabilitation Project; and

6) the City Engineer shall, whenever feasible, leverage anticipated sales tax revenue in obtaining local, state and federal grants for roadway pavement, preventative maintenance and restoration; and

7) annually by the first Council meeting of February of each year, the City Engineer shall provide a proposed list of streets for the Annual Paving and Pavement Rehabilitation Project to the Council or Mayor-appointed Council Subcommittee; and

8) subject to Council approval, funds may be accumulated to fund higher cost projects or to improve the project bidding climate.

Martinez has approximately 121 miles of City-maintained streets. The Street Selection Strategy is a guide to assist the City Engineer and City Council in the selection of streets and treatment methods. The basic goal is to develop a cost effective method for both street preservation and restoration to maintain or improve the overall street network Pavement Condition Index (PCI).

Commencing in January 2018 and annually thereafter, the City Engineer will hold an annual public workshop with the Franchise and Infrastructure Subcommittee of the City Council regarding the prioritization of pavement projects to be funded by the proceeds of the Tax Measure. Following the public workshop, and on or before the first Council Meeting of February 2018 and annually thereafter, the City Engineer shall provide the City Council at a regularly scheduled City Council meeting, as a separate item on a publicly noticed City Council agenda, a list of streets with a proposed treatment schedule fully utilizing revenues collected as part of Measure D projected through the end of the fiscal year. At this meeting, the public will have the opportunity to review and comment on the street list. The Council will then approve the list or approve an amended list of streets. At the City Council meeting at which the street list is considered, the City Engineer shall also provide a "tentative" list of streets and treatments for the following fiscal year.

On or before the first Council meeting in February 2019, the City Engineer will provide the City Council a street selection strategy evaluating an accelerated use of Measure D funds through bonding or similar financing method for up to a three-year pavement restoration program. The City Engineer shall utilize his/her best judgment in developing the annual street list and treatment method. The City Engineer shall update the PMP every two years.

In developing the annual street list, the City Engineer shall consider strategies providing the most cost effective and efficient use of Measure D revenues and other existing resources, and apply the following criteria to the greatest extent possible:

- 1) Review and incorporate, where appropriate, the PMP "Current Investment Level" scenario. The PMP described above cannot be used as the only tool for developing a pavement rehabilitation project. The PMP is first and foremost a budgeting tool. It develops scenarios based on current budgets, maintaining current overall PCIs, improving overall PCI's and doing nothing.
- 2) Utilize proven treatment measures such as slurry and rubberized cape seals and overlays along with emerging, cost effective treatments, such as Full-depth Reclamation (FDR) with stabilizers. Street maintenance techniques are continually evolving. Martinez has used emerging technologies with varying success. Certain treatments such as overlays, slurry seals or rubberized cape seals have a long proven history when used in the proper situation. With increases in landfill costs the recycling and reuse of asphalt grinding in a reconstruction scenario has proven cost effective and long lasting treatment.
- 3) Coordinate work with outside utility agencies. It is important that agencies attempt to coordinate work. Unfortunately, this is often difficult due to changing budgets and priorities of various agencies. The City of Martinez provides a list of streets proposed to



work to outside utility agencies. Cities, including Martinez, place moratoriums on recently repaired streets. The City has a three-year moratorium on recently paved streets for non-emergency or new utility service connections work.

- 4) Leverage City water main replacement projects with street restoration. Like our streets, the City has an aging water system. Water main replacements are generally prioritized by condition (e.g. number of breaks), age, type and size of pipe. Factoring in street conditions is also used when prioritizing both paving and water main replacement projects.
- 5) Group streets by neighborhood. Martinez's roadway network has been divided into nearly 1,000 segments. Each of these are inspected and a PCI assigned. The PMP will provide a suggested list of segments to treat. Projects are developed by reviewing the recommend sections. However, segments should be grouped by area to reduce travel and mobilization costs by the contractor and to minimize the number of disruptions to a neighborhood.
- 6) Group Projects by treatment types. Contractors are generally broken into three of four areas of expertise. Paving contractors do base repair, overlays and reconstruction, other contractors specialize in slurry and or chip seals. For projects that bridge specialties the prime contractor must subcontract other treatments specialties. An overhead cost is charged for this subcontractor work, increasing the cost to the City. Where practical, the City should strive to combine base failure repair work, in anticipation of future chip or cape seal projects, with other paving activities such as overlays and reconstruction projects.
- 7) Partner with Contra Costa County on joint pavement rehabilitation projects. The City of Martinez has several bordering areas with Contra Costa County. Many of the roads are rural in nature. Where cost effective, the City should strive to have County forces chip seal City streets with existing nearby County chip seal projects.
- 8) To the extent possible, develop projects from year to year that reach all areas of the City. Street paving and renovations are needed throughout the City. All residents expect to see benefits of Measure D and other taxes use to improve streets in their area of the City. Cost effective annual paving projects can be developed so as not to "ignore" large segments of the City for multiple consecutive pavement projects.

## **VI. Outreach**

Educating the public as to the uses of Measure D funds is critical to the success of the Measure D program. It will also be critical for the passage of any potential extensions of the measure should it be deemed necessary in the future. Staff should use a variety of methods for informing

the public on the use of Measure D monies. These may include, but are not limited to, the following:

- 1) Project updates on the City website, Facebook site and other similar Internet-based means.
- 2) Press releases to local news outlets.
- 3) Periodic Council updates.
- 4) Project funding signs placed by contractors performing Measure D work.
- 5) Labeling of maintenance vehicles used to perform Measure D work.
- 6) Reports at routine local community service group meetings.
- 7) Utility bill inserts