Atascadero City Council
Staff Report – Public Works Department

Atascadero Road Program

(An update report on the Atascadero Road Program)

RECOMMENDATIONS:

Council:

1. Receive report on the Atascadero Road Program; and,
2. Direct staff to proceed on the design for the Del Rio Road and San Jacinto Ave Road Rehabilitation Projects without increased width for bicycles and pedestrians due to cost constraints; and,
3. Provide staff direction on emergency access route projects and funding.

REPORT-IN-BRIEF:

Historically, Atascadero has had difficulty maintaining its roads system due to inadequate funding. The City has 141 miles of roads, more per capita than any other City in the County. The Atascadero Road Program was created as a focal point for a variety of initiatives, improvements and projects dealing with the road improvement.

This report will provide background and an update of the Atascadero Roads Program including plans for the Program over the next year. The report includes an analysis of Del Rio Road and San Jacinto Ave Road Rehabilitation Projects and the costs to add bicycle and pedestrian facilities and an analysis of emergency access routes.

DISCUSSION:

Background: Like all cities and counties in California, Atascadero suffers from a funding shortfall for road maintenance due to the aging road system, limited transportation funding and State budget reductions. Atascadero has 141 miles of City Maintained
Roads and 29 miles of Non-City Maintained Roads. Atascadero’s rural nature exacerbates the problem because its low population and high road miles translate to low funding levels, since many road maintenance funds are derived from population statistics.

Road maintenance and rehabilitation for Circulation Plan Roads have been budgeted at $3.0 million for fiscal years 2007-2009, yet even with funding at that level, there remains a huge deficit.

The Atascadero Road Program was developed to focus the City’s efforts in maintaining and protecting the roads of Atascadero in an organized, efficient and cost-effective manner (See Attachment A for Atascadero Road Program Map). While the program has been effective with the funding that it has been given, it is clear that the existing sources are inadequate to completely fund this commitment. Additionally, the stability of these funding sources is uncertain.

The Program has made significant progress in improving the average condition of roads in Atascadero since it’s inception in 1999. The City uses a Pavement Condition Rating (PCR) to determine the condition of all the Circulation Plan Roads in the City. The rating scale is 1 being best and 5 being worst. The Program has been successful so far in improving the average condition of these roads from 2.85 to 2.30 since its inception.

<table>
<thead>
<tr>
<th>Road Type</th>
<th>Miles of Road</th>
<th>Cost</th>
</tr>
</thead>
<tbody>
<tr>
<td>Circulation Plan Road</td>
<td>61</td>
<td>$17,325,000</td>
</tr>
<tr>
<td>City Maintained Local Roads</td>
<td>76</td>
<td>$11,375,000</td>
</tr>
</tbody>
</table>

**Atascadero Road Program Update**

Some of the highlights of this Program are:

- **Strategies** Created strategies for road repair, maintenance and rehabilitation to use our funds most effectively and provide a well maintained circulation system for the traveling public. Since 2000, we have paved 16 miles of Circulation plan roads and 9 miles of local roads through the various programs.
- **Pot Holes** Public Works Operations continually identify and repair pot holes and failed trenches, conduct routine road inspections to identify and repair road problems as they are found.
- **Funding** Increased funding for road maintenance, including an annual $250,000 contribution from the General Fund. The 2007-2009 City Budget programmed over $3.0 million for road maintenance and rehabilitation.
- **Trench Cuts** Approved the Trench Cut Ordinance. Studies have concluded that utility trenching degrades and shortens the life of the surface of the road. This degradation increases the frequency and cost of maintaining the road surface. The Ordinance requires that trench cuts be constructed to City Standards and inspected.
• **Neighborhood Road Repair** Approved provisions for non-licensed persons to work in the Colony right-of-way. This has helped citizens maintain their roads.

• **Development Requirements** Approved Ordinance for road improvement requirements for the construction and maintenance of roads for new developments to mitigate the impact on the circulation system.

• **Development Maintenance** Require development projects to provide funding for future road maintenance of project roads through assessment districts or homeowner associations.

• **Cold Mix** Creation of a Cold Mix Program. This Program makes asphalt-patching cold mix material available to residents to fill potholes on non-city maintained roads. The cold mix is available at Fire Station #1 off Traffic Way. The public can access and load the material into their vehicles off of the Traffic Way driveway ramp.

• **Road Loan Program** This is a City sponsored Program that allows low interest loans to neighborhoods that want to maintain and pave their non-City maintained road. A local bank loans the funds for the work to the homeowners. The City guarantees the loan, which provides a low fixed rate for the homeowner. Residences on Otero Road, Ortega Road and Encinal Ave have taken advantage of this program and their roads have been repaved.

• **Staffing** The Streets Division of Public Works Operations has added one new employee and replaced another. We now have 5 full-time staff members in this Division. The new employees are Mark Russo and Bill Rainwater.

• **Local Road Paving**
We include all Public Works Operations staff in the annual local road repair program, by using Parks, Facility Maintenance and Wastewater employees to assist the Streets Division when appropriate. Staff repaved the following road with in-house paving machine and related equipment:

- Colorado Road – San Rafael Road to San Diego Road
- San Marcos Road – Vista Road to Water Tank
- San Marcos Road patching – Vista Road to Sierra Vista

• **Circulation Plan Road Repaving** The following roads were repaved and repaired by contractors:

- Traffic Way - Olmeda Avenue to Via Avenue
- West Front – Portola Road to Santa Rosa Road
- Santa Rosa Road Repair – Morro Road to Avenal
Circulation Plan Road Maintenance

Circulation Plan Roads are roads that have higher volumes of traffic and affect a larger percentage of the community and are eligible for State and Federal funding. These are roads where a majority of the City’s funding and efforts are spent. Staff monitors the condition of the roads and the traffic volumes to create a Pavement Management System. This information is used to select roads for rehabilitation. For a complete list of Circulation Plan Roads, including unfunded projects, please see Attachment B.

Council has budgeted $3.0 million in the 2007/2009 Budget for the paving of Circulation Plan Roads. Listed below are roads that will be paved during the summer of 2008:

- The following roads are planned for paving in the summer of 2008 by contractors:
  - San Jacinto Road – El Camino Real to Nogales Ave
  - Del Rio Road – Obispo Road to San Anselmo Road
  - Portions of San Fernando Road
  - Atascadero Ave Repair – San Diego Road to San Rafael Road
  - Mountain View Drive - Portola Road to Santa Rosa Road

- Slurry seals and other types of seals are a cost effective way to extend the life of new paving. The City has paved many roads over the last 7 years and it is time to slurry seal some of these roads. The Road Program includes $500,000.00 for slurry seals in the summer of 2008.

Staff will continue to update and use the Pavement Management System to select future projects.

Local Road Maintenance

Public Works Operations Division will be continuing to perform “maintenance work” paving City Maintained Local Roads in the spring and fall. These are roads where Federal and State funding is not available. The purchase of asphalt and other materials will be funded from the Public Works Operations Operating Supplies. The costs of these materials have increased to $110,000.00 for materials for 1 mile of road. Contract services, such as street sweeping, water truck rental, tack coat application and other service to assist the operation will be funded out of Public Works Operations Contract Services.

The criterion that is used in selecting City Maintained Local Roads for paving is as follows:

- Poor condition of road surface. (Pot holes, base failure, alligator cracking)
- City Maintained Local Road per the Circulation Element.
Traffic Control. Public Works Maintenance has a small staff. Proper traffic control can require considerable manpower. We will look for roads that can easily be closed to through traffic or traffic control is not too difficult.

Population served by the road. We will select Local Roads that serve the most residences.

Staff will be working on major road patching and repair in the spring of 2008 and repaving Dolores Ave from San Jacinto to San Anselmo in the fall of 2008.

Following is a list of potential roads to pave in the near future, we still have many miles of local roads to pave. Roads with strikethrough were paved in previous years. For a complete list of Local Road Paving Projects, including almost $11.4 million in Unfunded Road Paving Projects, please see Attachment C.

<table>
<thead>
<tr>
<th>Road</th>
<th>From</th>
<th>To</th>
</tr>
</thead>
<tbody>
<tr>
<td>Dolores</td>
<td>San Jacinto</td>
<td>San Anselmo</td>
</tr>
<tr>
<td>Cortez Ave.</td>
<td>Curbaril Ave.</td>
<td>End</td>
</tr>
<tr>
<td>Mountain View Dr.</td>
<td>Portola Road</td>
<td>Santa Rosa Rd.</td>
</tr>
<tr>
<td>Violeta Ave.</td>
<td>Santa Lucia Rd.</td>
<td>Aguila Ave.</td>
</tr>
<tr>
<td>Navidad</td>
<td>El Verano</td>
<td>Vida</td>
</tr>
<tr>
<td>Alamo</td>
<td>Delores</td>
<td>Honda</td>
</tr>
<tr>
<td>San Marcos Rd.</td>
<td>AMWC Water Tank</td>
<td>Vista Rd.</td>
</tr>
<tr>
<td>Devon Court</td>
<td>Santa Ynez</td>
<td>End</td>
</tr>
<tr>
<td>San Gabriel</td>
<td>Atascadero Ave</td>
<td>West Front</td>
</tr>
<tr>
<td>San Rafael Rd.</td>
<td>West Front Street</td>
<td>Atascadero Ave</td>
</tr>
<tr>
<td>Arena Ave.</td>
<td>San Anselmo</td>
<td>Yerba</td>
</tr>
<tr>
<td>Yerba Ave.</td>
<td>Dolores Ave.</td>
<td>Estrada Ave.</td>
</tr>
<tr>
<td>Nacimiento</td>
<td>Atascadero Ave</td>
<td>End</td>
</tr>
<tr>
<td>Via Ave</td>
<td>Traffic Way</td>
<td>Bridge</td>
</tr>
<tr>
<td>El Dorado</td>
<td>La Linia</td>
<td>Arcade</td>
</tr>
<tr>
<td>Castano Ave.</td>
<td>Curbaril Ave.</td>
<td>Palomar Ave.</td>
</tr>
<tr>
<td>Estrada Ave.</td>
<td>San Anselmo Ave.</td>
<td>San Jacinto Ave</td>
</tr>
<tr>
<td>Dolores Ave.</td>
<td>Traffic Way</td>
<td>San Jacinto Ave</td>
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<tr>
<td>San Vicente Ave.</td>
<td>San Jacinto Ave.</td>
<td>End</td>
</tr>
<tr>
<td>Serra Ave.</td>
<td>Atascadero Ave</td>
<td>San Andres Ave.</td>
</tr>
<tr>
<td>Sycamore Road</td>
<td>Soledad Ave</td>
<td>Hidalgo Ave</td>
</tr>
<tr>
<td>Hidalgo Ave.</td>
<td>Sycamore Road</td>
<td>Miramon Ave</td>
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</table>
Analysis: The Council has directed staff to report back on the following issues:

- Bike and Pedestrian Access
- Emergency Access Routes

This section of the report will provide information on these two subjects.

Bike and Pedestrian Access

Many of Atascadero’s roads are narrow, on hillside terrain and do not have the needed shoulder space for bike lanes and pedestrian paths. An additional consideration, when paving roads, is the extent of improvements needed to better accommodate bicycles and pedestrians. Public Works staff believes it is worthwhile to evaluate all future road rehabilitation projects to determine where improvements can be made for bicyclists and pedestrians.

The accommodation of bike lanes and pedestrian paths during road paving will likely result in substantial grading, installation of retaining walls, drainage reconfigurations, tree removal and utility pole relocations due to the terrain along side many of our roads. Unfortunately, the costs to construct or improve bike lanes and pedestrian paths, in coordination with a road rehabilitation project, can result in a significant project cost increase.

Staff has two budgeted paving projects for this summer, Del Rio Road and San Jacinto Ave. Staff had cost estimates produced to include bike lanes and DG shoulders on Del Rio Road and a pedestrian path on San Jacinto Ave. The following table details the cost differences to include these improvements:

<table>
<thead>
<tr>
<th>Scheduled Road Rehabilitation project</th>
<th>Cost for Road Surface Rehabilitation Only</th>
<th>Cost with Pedestrian and Bike Lane Improvements</th>
</tr>
</thead>
<tbody>
<tr>
<td>San Jacinto – ECR to Nogales</td>
<td>$266,210</td>
<td>$482,570</td>
</tr>
<tr>
<td>Del Rio- Obispo to San Anselmo</td>
<td>522,470</td>
<td>1,397,190</td>
</tr>
<tr>
<td><strong>Sub-Total costs w/o Contingency or Inspection</strong></td>
<td><strong>788,680</strong></td>
<td><strong>1,879,760</strong></td>
</tr>
<tr>
<td>Inspection Services @ 5%</td>
<td>39,430</td>
<td>93,990</td>
</tr>
<tr>
<td>Contingency @ 20%</td>
<td>157,740</td>
<td>375,950</td>
</tr>
<tr>
<td><strong>Total projected project cost</strong></td>
<td><strong>$985,850</strong></td>
<td><strong>$2,349,700</strong></td>
</tr>
</tbody>
</table>
The total remaining allocated funding for the two road rehabilitation projects listed above is $904,000.00. An additional appropriation of approximately $1.4 million would be required to fully fund the proposed pedestrian and bicycle improvements. Currently, there are no additional un-allocated road improvement funds available. In order to pay for these additional improvements, funding would need to be diverted from other scheduled road rehabilitation projects or other funding sources would need to be found.

Staff does not recommend that we fund the additional work on these roads, since it will substantially remove funding from other road rehabilitation projects.

Staff will be working on the design of paving projects on San Andres Ave, from Morro Road to Santa Lucia Ave and Santa Rosa Ave, from US 101 to Morro Road, during the next two years. This will include studying the feasibility and cost on providing a pedestrian corridor on the south side of San Andres Ave and the north side of Santa Rosa Ave.

Emergency Access Routes

Atascadero is a unique City in the way it was first subdivided. In most cities, lots are created in subdivisions and the roads are constructed at the same time. In Atascadero’s case, the entire Colony was subdivided into lots in 1914, and the roads were built at different times. This left some road sections unbuilt.

The City Council has expressed concern regarding emergency access routes for neighborhoods, specifically those areas where only a single point access is available. The concern is that access may be restricted if a fire or other disaster disrupts or blocks the single point access route. The City Council directed staff to identify significant single point access routes, develop a priority system for improvement and identify potential second route funding opportunities.

The Fire and Police Chiefs and the Public Works Director worked together to identify existing roads that would provide a second emergency access route, if completed. The route list was provided in a previous staff report. The list included a description of the existing condition, areas of the City that will benefit from the improvements, and the estimated improvements required.

Listed below are the funding criteria that Council directed staff to use to rank the access routes.

1. Number of residences affected by having only one way out.
2. Potential for the existing single access route to be blocked.
3. Shortening of emergency response time by installation of improvement.
4. Wildland Fire Hazard Severity rating of the area.
5. Cost of construction of the emergency access route.
6. Fiscal, or other, participation by residences.
7. Environmental impacts of the construction of the emergency access route.
Staff has developed a point system in order to rank the access routes according to above mentioned criteria. The ranking criteria were either scored progressively or regressively depending upon the criteria’s nature. For example, the ranking criteria for environmental impacts were assigned a regressive point system. This means that the larger the environmental impact, the fewer points the access route was given. On the opposite side, some criteria warranted a progressive point structure that awarded more points for greater risk. As an example, a high Wildland Fire Hazard Severity rating was awarded more points than a lower Wildland Fire Hazard Severity. The points were tallied after ranking to determine funding priority. Each ranking criterion includes a footnote identifying which ranking point system was used.

The ranking chart for emergency access routes and estimated costs of improvements is attachment E.

The highest ranked roads are the Balboa Road and Llano Road access routes. The two roads serve the greatest number of properties, whose inhabitants could be affected by interrupted access. Staff believes that access route blockage is most likely to be due to washout of the bridge crossing Graves Creek or a fire approaching from the west. These two roads were ranked together since they both provide a second way out for area residents.

**FISCAL IMPACT:**

Staff has projected existing revenue sources over the next 5 years and applied them to the 5 Year Capital Improvement Program as approved in the 2007/2009 City Budget (See Attachment F). This analysis shows that the 5 Year Capital Program can be completed under current scenarios but will have almost **no funding remaining for future projects.** This does not account for State government raid on exiting funding sources, above average inflation or other unforeseen funding impacts. This means in order to fund any emergency access routes, existing funded projects must be eliminated or new funding sources must be found.

The following projects could be eliminated or reduced to add funding for Bike and pedestrian Access or Emergency Access Route:

- **Minor Street Overlay Projects** ($205,460.00) This is for the repaving of Mountain View, San Fernando and Santa Rosa Road. Santa Rosa Road has been completed so some of the funds have been used.

- **Road Rehabilitation – 5 Year Maintenance** ($500,000.00) This project is for slurry sealing road we have paved in the last 8 years in order to extend the live of the past projects.’

- **2006/2007 Road Rehabilitation Project** This project includes the rehabilitation of both San Jacinto Road and Del Rio Roads. Council could choose to reduce
sections of this project in order to include bike and pedestrian access on the remaining sections.

- **Santa Rosa Road Rehabilitation** ($845,000.00) Major road rehabilitation of Santa Rosa Road from US 101 to SR 41. This project will include road resurfacing, minor drainage improvements, pedestrian access improvements and restriping.

- **Atascadero Ave Rehabilitation** ($643,500.00) Major road rehabilitation project for Atascadero Ave from Santa Rosa to San Diego Road. This project will include road resurfacing, minor drainage improvements, pedestrian access improvements and restriping.

**ATTACHMENTS:**

Attachment A – Atascadero Road Program Map  
Attachment B – List of Circulation Plan Roads  
Attachment C – City Maintained Local Road Lists  
Attachment D – Non City Maintained Local Road Lists  
Attachment E – Emergency Access Routes Rating and Costs  
Attachment F – 5 Year Capital Improvement Program Funding Projections