

ROAD PROGRAM FUNDING

January 18, 2011

Board of Sumter County
Commissioners Workshop



Agenda

- What is a Road Program?
- Sumter County Road Program Concept of Operations
- Current Revenues and Expenditures (FY10/11)
- Current Project Summary (FY10/11)
- Pavement Management
- Road Funding – why is it a concern
- Sources of Funding
- Summary

What is a Road Program?

- A multi-year, multi-faceted program to improve and add to the road network in designated growth areas, and improve, manage and maintain the road network in other areas, ensuring the public's safety in all areas.
- It includes:
 - Attributes
 - Activities

What is in a Road Program?

■ Attributes

- Roadway/traveled way/on-road bike lanes
- Intersections
- Bridges
- Striping and markings
- Signals and Signage
- Drainage system (c&g, ponds, ditches, etc)
- Roadside (shoulders, guardrails, sidewalks, etc)

■ Activities

- Maintenance and Repair (O&M)
 - Reconstruction and Renovation (Capital)
 - Associated Design
 - Re-striping (O&M)
 - New Construction (new roads and widening) (Capital)
 - Associated PD&E, Design and ROW Acquisition
- Pavement Mgt or Road Maintenance Projects**

Sumter County Road Program Concept of Operations

- Sumter County Public Works Division, in concert with the Sumter County Planning and Development Division, the Lake Sumter MPO and FDOT District 5, will plan and implement the Road Program in accordance with BOCC policy and direction:
 - Using developer and impact fee funds to create and improve the major arterial and major collector system of roads as approved in the MPO's 2035 Long range Transportation Plan
 - Using FDOT programs such as SCRAP, SCOP, Safety funds, and Bridge funds, and available Federal programs to make major improvements to C and CR roads as part of the annual **Pavement Management Program**
 - Using CTT and ST funds to develop and fund the annual **Pavement Management Program**, which includes various pavement treatments and re-striping
 - Using CTT funds for maintenance and repair (O&M) of roads

Current Revenues and Expenditures Sumter County Public Works

FY 2010-2011 CTT REVENUE SUMMARY				
	ANNUAL REVENUE GENERATED	FUNDING AVAILABLE FOR ROAD MAINTENANCE PROJECTS	FUNDING USED FOR OPERATING EXPENSES	FUNDING ENCUMBERED THROUGH FISCAL YEAR
CURRENT FUNDING:				
COUNTY NINTH-CENT VOTED (1 CENT)	\$653,749	\$0	\$653,749	2015
LOCAL OPTION FUEL TAX (6 CENTS)	\$3,657,601	\$2,175,075	\$1,482,526	2015
COUNTY FUEL TAX / 7th CENT	\$631,452	\$0	\$631,452	2015
CONSTITUTIONAL GAS TAX 20% PORTION	\$285,554	\$0	\$285,554	2015
ADVALOREM TAX	\$625,471	\$0	\$625,471	PER FY
OTHER REVENUE (FDOT Signal Maintenance and Interest)	\$126,986	\$0	\$126,986	PER FY
SUB TOTAL:	\$5,980,813	\$2,175,075	\$3,805,738	XXXX
CURRENT FUNDING:				
FY 2010-2011 ST REVENUE SUMMARY				
CONSTITUTIONAL GAS TAX 80% PORTION	\$1,142,214	\$1,408,477	\$0	2015
OTHER REVENUE (Interest and ARRA Reimb)	\$686,685	\$0	\$0	2015
SUB TOTAL:	\$1,828,899	\$1,408,477	\$0	XXXX
CTT AND ST TOTAL:	\$7,809,712	\$3,583,552	\$3,805,738	XXXX

FY 2010-2011 CTT EXPENDITURE BUDGET SUMMARY			
ITEM	Personnel	Expenses	Projects
Road Surface Maintenance Operations	\$778,312	\$455,548	
Road Re-surfacing Project			
Shop	\$342,540	\$107,785	
Fuel and Fuel Facility		\$270,104	
Traffic Signal/Signs/Temp Patching	\$163,476	\$168,762	
Engineering	\$172,238	\$185,576	
Non-Road Surface ROW Maintenance	\$589,198	\$978,026	
General Admin and Overhead w/ Director	\$473,045	\$281,429	
Road Projects			\$2,054,122
Pavement Re-marking			\$100,000
Sub Total:	\$2,518,809	\$2,447,230	\$2,154,122

FY 2010-2011 ST EXPENDITURE BUDGET SUMMARY			
ITEM	Personnel	Expenses	Projects
Road Surface Professional Services			\$16,077
Road Projects			\$1,392,400
Sub Total:	\$0	\$0	\$1,408,477
CTT & ST Total:	\$2,518,809	\$2,447,230	\$3,562,599

Current FY10/11 Project Summary (less Developer/Impact Fee funded)

	FY 2010 - 11 FUNDING
CTT	
C-470 Phase II PD&E from I-75 to the Lake County Line	\$126,851
C-466W Design C-475 to US 301	\$27,271
Local Resurfacing Contract	\$1,900,000
2010 Pavement Marking Contract	\$100,000
	<u>\$2,154,122</u>
ST	
Professional Services	\$16,077
C-468 Design from Turnpike to S/O SR 44 - Four Laning	\$206,000
C-476B from I-75 to C-476W and cemetery turn lanes (ARRA)	\$1,186,400
	<u>\$1,408,477</u>
FY 2010 - 2011 GRAND TOTAL:	\$3,562,599

Current FY10/11 Project Summary – Developer and Impact Fee Funded

Purchase ROW	\$99,103
Professional Services	\$24,474
Construction in progress	\$1,811,327
C-466A Phase II	\$553,703
C-462 PES from CR209 to C-466A	\$80,000
C-468 @ TPK Interchange	\$2,000,000
US 301 from CR232 to NW 110	\$7,200,000
C-468 4 lane	\$1,800,000
C-466W Design from CR 245 to US 301	\$80,000
C-466A Phase III Design	\$479,715
CR 139 (Powell Road) Construction	\$1,280,137
C-468 PD&E US 301 to TPK	\$150,000
C-466A Phase III ROW Acquisition Spt	\$174,470
FY 10-11 Grand Total	\$15,732,929

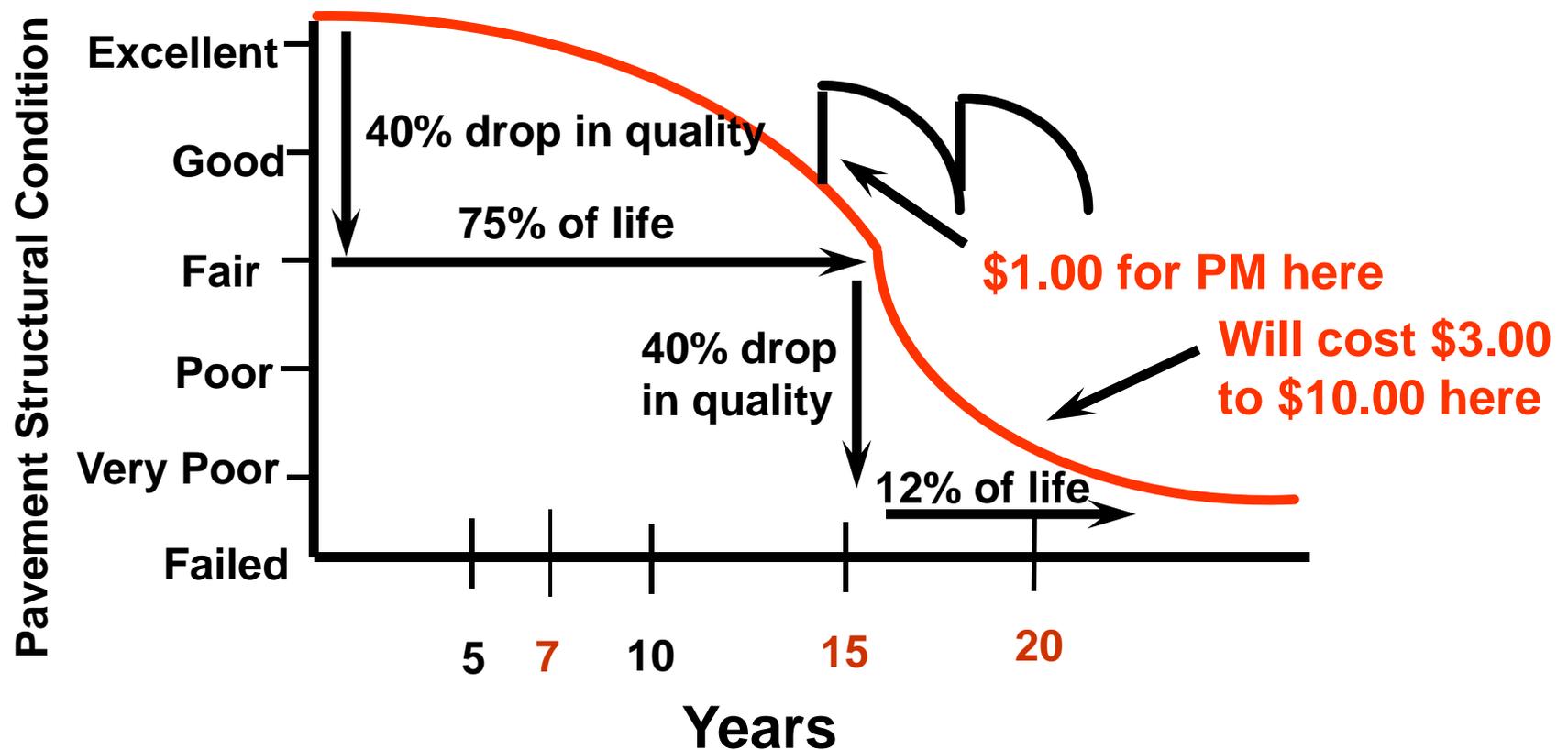
Pavement Management Program

- Supported by the MPO
 - VHB is the consultant
- Refocus the annual resurfacing program
 - Assess all County roads (C and CR) every 3 years
 - Use US Army Corps of Engineers (USACE) Software – Micropaver
 - Prioritize needs based on Pavement Condition Index (PCI) from Micropaver and other values such as ADT, land use, crash data, etc
 - Develop recommended annual funding program for managing our C and CR roads
 - Appropriated funds supplemented with FDOT and Federal \$
 - Variety of pavement treatments tailored to the pavement distress, applied on a periodic basis
 - Increase the lifespan of the road and save money long term
- Detailed presentation in May 2011

Pavement Management

The Importance of Timing

- Pavement Structural Condition w/ time



Areas of Distressed Pavement



San Marino Drive - Pavement Failures

Areas of Distressed Pavement

- Occurring on both “C” roads and “CR” local roads.
- Occurrence increasing with road age and severe weather (2010 freeze had a substantial impact).
- Isolated areas of distressed pavement.
- Repairs with cold patch make driving conditions worse.
- Cold patch does not correct all 19 distresses
- The Road and Bridge Department’s Operational Budget will facilitate repairs to a limited number of sites which are in the worst condition.
- Costly repairs (\$9 ~ \$15 S.Y.) Example: 10 ft x 60 ft = 66.67 SY * \$15 = \$1,000 (*by contract*).

Example of a “C” Roadway Upgrade Project (C-475N) Full Depth Reclamation



TYPICAL BEFORE



TYPICAL AFTER

Example of a “CR” Upgrade (CR 528)



TYPICAL BEFORE
(CR 528)



TYPICAL AFTER
(CR 528)

Recommended Annual Pavement Management Funding

SUMTER COUNTY PUBLIC WORKS ANNUAL FUNDING NEED ESTIMATE

PROGRAM	MILES OF ROADWAYS	ESTIMATED TOTAL NEED	RECOMMENDED SERVICE LIFE CYCLE (YEARS) OR PROGRAM LIFE (YEARS)	ESTIMATED ANNUAL NEED
C "COLLECTOR" ROAD PROGRAM				
ROAD RESTORATION AND REHABILITATION	168.36	\$42,812,432	15	\$2,854,195
RE-MARKING	168.36	\$1,548,912	7	\$221,273
CR "LOCAL" ROAD RESURFACING PROGRAM				
RESURFACE EXISTING	485.39	\$41,743,540	20	\$2,087,127
RE-MARKING	XXXXXX	\$1,115,960	7	\$159,409
OTHER COUNTY MAINTAINED ROADWAYS - TO BE ADDRESSED BY MSBU PROCESS				
LOCAL "LIMEROCK" ROADWAYS 750" OR GREATER	11.69	\$11,227,300	N/A	\$0
LOCAL "LIMEROCK" ROADWAYS 750" OR LESS	1.33	\$1,282,400	N/A	\$0
LOCAL "UNSTABILIZED" ROADWAYS 750' OR GREATER	0.83	\$796,035	N/A	\$0
LOCAL "UNSTABILIZED" ROADWAYS 750' OR LESS	0.76	\$730,000	N/A	\$0
LOCAL STABILIZED "MILLED ASPHALT" ROADWAYS	4.93	\$4,738,362	N/A	\$0
TOTAL:	673.29	\$105,994,941	ESTIMATED ANNUAL NEED:	\$5,322,004

What the Estimates Include

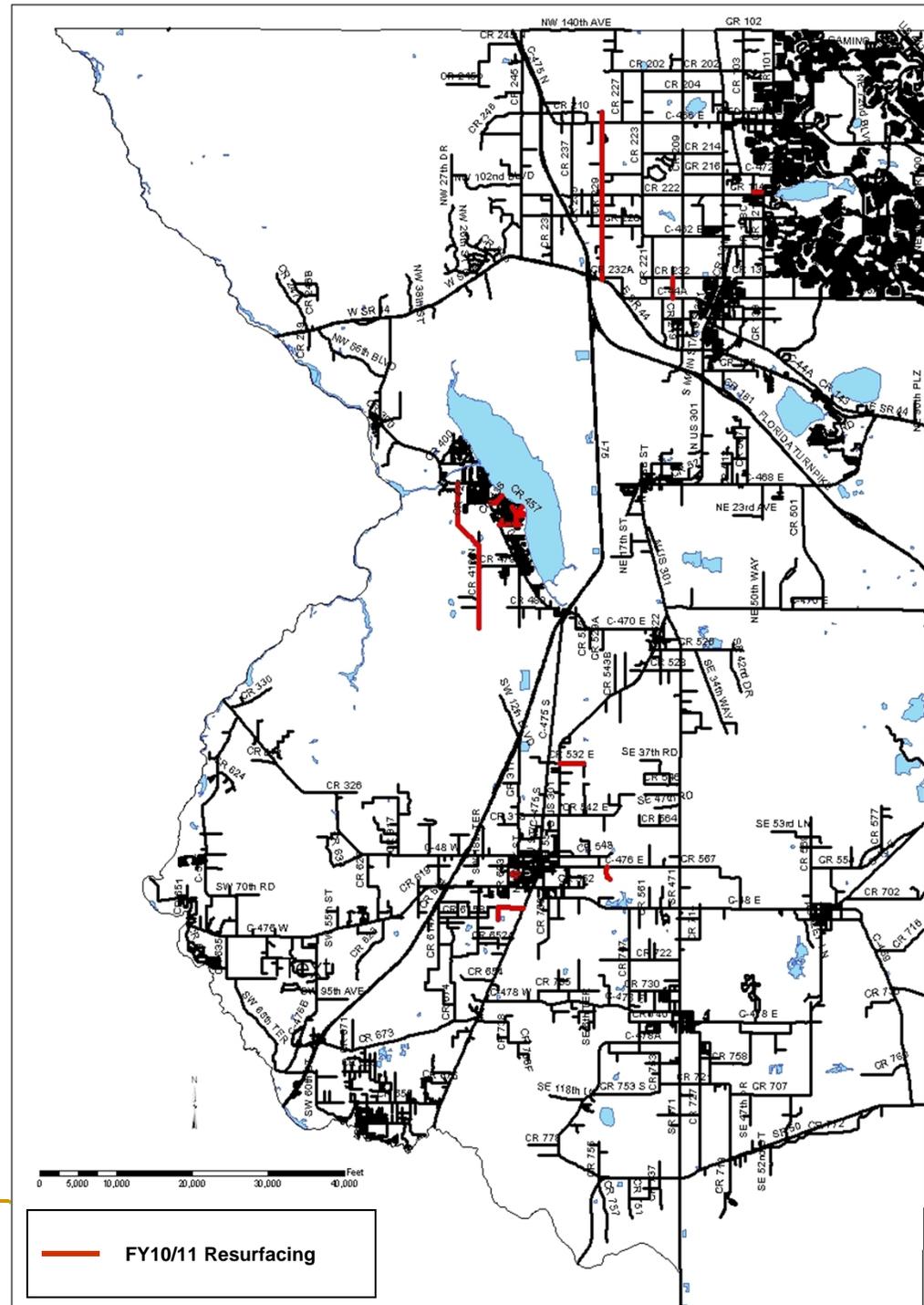
■ “C” Collector Roads

- ❖ Reconstruction only when warranted based on road exceeding life expectancy without pavement management procedures applied prior to failure.
- ❖ Resurfacing (when base and sub-grade are sufficient).
- ❖ Provide twelve (12) foot lanes whenever possible.
- ❖ Construct two foot wide paved shoulders wherever possible.
- ❖ Fifteen year program.
- ❖ Current inventory 168.36 miles will be amended to reflect Interlocal Agreements with Cities to transfer and/or accept roadways, plus the addition of roads through the development process.
- ❖ Upgraded pavement markings to current FDOT standards.
 - *Average cost to mill, resurface and re-mark per mile is \$189,000.*
 - *Average cost to mill, resurface, add paved shoulders and re-mark per mile is \$216,000.*
 - *Average cost to reclaim, add paved shoulders, resurface and re-mark per mile is \$389,000.*

What the Estimates Include (Con't.)

- “CR” Local Resurfacing Program
 - ❖ Overlay of the existing roadways has been the major operation however, other cost effective preventative pavement management methods will be evaluated and include microsurfacing, chip seal, cap seal and other surface treatments based on roadway conditions. The goal is to extend the road life cycle with the most cost effective method and save tax dollars.
 - ❖ Mill existing asphalt when sufficient base and sub grade exists.
 - ❖ Will provide for an eighteen (18) foot traveled way in the majority of roadways when right-of-way is present. (Edge of pavement to edge of pavement).
 - ❖ Re-establishment of existing pavement markings.
 - ❖ Road Inventory is 485.39 and growing rapidly via Interlocal Agreement transfers and roads added into the inventory through the development process.
 - ❖ Twenty year program (miles annually resurfaced is solely based on budget, need to shift towards preventative maintenance basis to reduce long term costs).
 - ❖ Note 1: We add, on average, 19.5 miles annually.
 - ❖ Note 2: Average cost for resurfacing per mile for CR is \$86,400.
 - ❖ **Note 3: Roads need asphalt overlay or other treatment every 7-20 years based on ADT.**

Local Resurfacing Contract Site(s) Location Map



Local Resurfacing Program for FY10/11 and **Pavement Management** FY11/12 and Beyond

- Total appropriated amount FY10/11 = \$2M
 - Contract with CW Roberts for \$1.379M to resurface 15 CR roads
 - Remaining \$521k allocated for CR 209 from C462 to C466
 - Pavement marking allocation (\$100k) raise it to \$2.0M
- Normal annual appropriation = **\$1.2M**
 - Resurfacing (\$1.1M) and pavement marking (\$100k)
 - Possible augmentation with up to **~\$2M** per year from FDOT/FHWA
- Total estimated funds available for Pavement Management each year = **~\$3.2M**
- Total annual requirement for **Pavement Management** = \$5.3M
 - Yields annual shortfall (and growing backlog) of \$2.1M

Road Funding - Why is it a concern?

- Level of Use Expectation
 - Safety
 - Industrial / commercial use
 - Residential use
- Growth Management
 - Growth paying its way
 - Paying to provide for growth
- Level of Maintenance / Upgrades
 - The **backlog** of roads needing repairs is **growing**

Sources of Road Funding

- **Developer Contributions**
- **Impact Fees**
- **Gas Taxes**
- **Ad Valorem**
- **State and Federal Funding**
- Municipal Services Benefit Unit (MSBU)
- Municipal Services Taxing Unit (MSTU)
- Others

*** Bolded and underlined revenue sources are those now utilized**

Developer Contributions

- Proportionate Share
 - Project funded by County & developer provides % of share.
 - ✓ Landstone – C-470 Roadway improvements.
 - ✓ Wildwood Springs – C 468 roadway improvements
- Direct work
 - American Cement turn lane on C-470.
- Direct funding contribution without reimbursement
 - CEMEX MOA for turn lane addition and re-surfacing on CR 673.
 - C-475N ingress improvement with new RV Resort.
 - Ingress improvement into the Bedrock Mine.

Impact Fees

- **Now Consumption Based** (Exception – The Villages DRI).
 - Existing impact fee credit agreements and 466A Phase III obligates all existing and projected revenues thru 2015

Gas Taxes (adopted for FY 2010/2011)

- Constitutional Gas Tax (\$1,427,768/Yr)
- County Ninth-Cent Voted (\$ 653,749/Yr)
- County Fuel Tax (\$ 631,452/Yr)
- Local Option Fuel Tax (6 cent) (\$3,657,601/Yr)
- Current Total Gas Taxes = **(\$6,370,570/Yr)**
 - Amt deducted/shared with Cities \$494,900
- Additional Tax Available
 - 5 cent @ \$ 411,978/Yr) = **(\$2,059,890/Yr)**
 - Shared with Cities = -(\$ 212,107/Yr)
- Total Maximum Gas Taxes = (\$8,218,353/Yr)

Ad Valorem

- Ad valorem millage rate for FY 2010/11 is 6.3300 = a General Revenue amount of \$35,964,840.
- 0.1063 = CTT Fund percent
 - CTT for FY 10/11 = **\$625,471** as portion of the millage dedicated to roads v. other county functions.
- Tax Increase
 - Additional millage added for roads without impact to other county functions.

State/Federal Funding (reimbursable or with cost share)

- ARRA (Federal Stimulus Funds)
 - Wrapping up C-476B resurfacing from I-75 to C-476W (Pending) (6th of 6 projects) – reimbursement of \$1,186,400
- SCRAP/SCOP Funds
 - C 470 @ I-75 Underpass, Mill and Resurface (FY10/11) (\$231k)
 - CR 673 @ US 301, Open Graded Pavement (FY10/11) (\$394k)
 - C 466 W from C 475 to CR 209, Mill and Resurface (FY11/12) (\$1.625M)
 - C 469 from C 48 to SR 50, Mill and Resurface (FY11/12) (\$2.85M)
 - C 475 S from C 470 to CR 542, Mill and Resurface (FY14/15) (\$2.0M)
- TRIP and other Federal Funding Programs
 - C-468 or C-470 (4-laning) project potential

MSBU

- Program is in place for Capital Improvements
- Non-Ad Valorem Assessment (based on costs of improvement and fairly assessed on each property within benefit unit)
- Self assessing or County assessed
 - Some inquiries; no petitions filed to date
- Properties assessed based on benefit received (road improvement, sidewalks, lighting, etc.)
- Ideal for Subdivisions (well defined boundary)
 - Require for new subdivisions as part of acceptance if not CDD covered

MSTU

- Ad Valorem Taxes (based on value of property and millage rate adopted)
- Can be countywide or defined areas.
- If countywide or MSTU boundary includes municipal properties, city must consent
 - Why? The assigned millage counts against city's 10 mill cap
- Listed in detail on TRIM notice and tax bill
- Millage assigned affects millage cap voting levels

Other Options

- **Bond Issue**

- ❖ Short term cash for expediting projects but incurs debt.

- **Utility Franchise Fee**

- ❖ Function and uses.
- ❖ Precedent in Baker County.

Summary

- No single revenue source is the solution to the road funding demand vs level of expectation
- Increase in annual allocation for **Pavement Management** recommended to improve and sustain the C and CR roads
- Significant backlog of maintenance and reconstruction must be funded to “play catch up”
- Significant demands to prepare for road concurrency to allow growth to continue.
- Decision in the short term to increase funding or drop levels of expectation is necessary
- Direction from the BOCC regarding any or all of the revenue sources presented?