

2021

Pavement Maintenance Utility Fee Annual Report

Preserving our past – building our future

Prepared by:
Jayson Thornberg
Transportation
Maintenance Manager



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2021 Pavement Maintenance Utility Fee Annual Report

Purpose for an Annual Report

In accordance with Ordinance No. 08-1007, this established City Code 13.30, Transportation Utility Fees (TUF):

“City staff shall prepare an annual report that presents how revenues were spent.”

For consistency and to better align the name of the fee with the purpose, throughout the remainder of this report the TUF will be referred to as a Pavement Maintenance Utility Fee (PMUF).

Background

Oregon City has 136 miles of surface streets with a reconstruction value of approximately \$1 million per mile. Transportation funding is one of the most challenging issues facing public agencies. In the past, Oregon City has used State gas taxes and road transfer revenues to provide limited maintenance of the City's street system. Historically, the City's pavement maintenance liability far exceeded the amount available for use from these revenue sources.

In 2007, the City Commission asked the Public Works Department and a Transportation Funding Study Citizens Committee to identify and establish a sustainable funding source for street maintenance. The Committee concluded that a PMUF was the most equitable and stable source for street funding.

They recommended an annual revenue goal of \$1.5 million to at least maintain the City's average Pavement Condition Index (PCI)¹. The City Commission decided that this target be gradually phased in over a 5-year period to allow customers time to incrementally budget for the fee. With this phased-in fee scenario, first year fees provided a little over \$600,000 in revenue and jump-started the City's pavement maintenance program.



Public Works Department's Milling Machine

Pavement Condition Index (PCI), developed by the United States Army Corps of Engineers, is based on a visual survey of the pavement and a numerical value between 0 and 100 to define the condition with 100 representing excellent pavement.



Micro Seal Application along Beavercreek Road

On May 21, 2008, the City Commission approved Ordinance No. 08-1007 establishing the PMUF. The purpose of the fee was to provide cost recovery for maintaining and operating Oregon City's transportation system. The fee was based on actual cost projections from the Street-Saver Pavement Management software. Like those in many other Oregon communities, the fee is also based on nationally recognized information developed by the Institute of Traffic Engineers that estimates the average number of vehicle trips generated by a property based on how that property is used.

A Billable Unit Rate

In order to meet the annual revenue goal of \$1.5M, the residential monthly unit rate, applied to single-family residential land uses, was established at \$1.15 per adjusted average daily trip. The monthly non-residential unit rate, applied to all other land uses, was established at \$0.189 per adjusted average daily trip. For the first five years, this fee has been phased in to help ease the impact of the fee. The schedule of the phased in fee (with inflation included) is shown in **Table 1**.

Table 1 – PMUF Rates

Time Period	Residential Monthly Rate	Residential Rate per Trip	Non-Residential Rate per Trip	Annual Total Revenue
July 1, 2008 through June 30, 2009	\$4.50	\$0.470	\$0.077	\$605,650
July 1, 2009 through June 30, 2010	\$6.00	\$0.627	\$0.103	\$972,044
July 1, 2010 through June 30, 2011	\$7.50	\$0.784	\$0.129	\$1,231,835
July 1, 2011 through June 30, 2012	\$9.00	\$0.940	\$0.154	\$1,569,587
July 1, 2012 through June 30, 2013	\$11.20	\$1.172	\$0.192	\$1,877,915
July 1, 2013 through June 30, 2014	\$11.56	\$1.207	\$0.198	\$2,043,166
July 1, 2014 through June 30, 2015	\$11.90	\$1.243	\$0.204	\$2,108,444
July 1, 2015 through June 30, 2016	\$12.23	\$1.281	\$0.210	\$2,199,836
July 1, 2016 through June 30, 2017	\$12.62	\$1.319	\$0.216	\$2,305,254
July 1, 2017 through June 30, 2018	\$13.00	\$1.359	\$0.223	\$2,405,028

Time Period	Residential Monthly Rate	Residential Rate Per Trip	Non-Residential Rate per Trip	Annual Total Revenue
July 1, 2018 through June 30, 2019	\$13.39	\$1.399	\$0.229	\$2,531,390
July 1, 2019 through June 30, 2020	\$13.79	\$1.441	\$0.236	\$2,622,443
July 1, 2020 through June 30, 2021	\$14.21	\$1.485	\$0.243	\$2,713,309

Rates and Rate Types

Adoption of the PMUF established a rate structure providing for a variety of parcel types. The rates for single-family residences are a straight-forward unit rate per each parcel. Multi-family housing rates were a similar calculation. The monthly fee for schools is computed based on the number of students which varies based on enrollment. All other developed parcels have a monthly fee based on the non-residential unit rate and then considering factors of estimated daily trips and square footages of buildings. Currently, there are 519 non-residential customers.

Oregon City's Pavement Condition Index

The Pavement Condition Index rates the condition of the surface of a road network. In July 2015, the City completed a 5-Year Pavement Maintenance Plan Update (which can be found on the City's website) with an updated review of the condition of portions of all Oregon City streets. The pavement condition survey is a detailed field assessment of a minimum 10% representative sample of each street segment. This survey information is compiled within the Street-Saver software system where a computation is run to establish a citywide Pavement Condition Index (PCI).

In 2021, the overall citywide PCI was 77. This means the Oregon City transportation system is in "good" condition.

Preventive Maintenance

Preventive pavement maintenance treatments are surface treatments that are applied early in the life of the roadway to prolong the life of the surface. The objective of preventive maintenance is to add a protective coating on top of the existing surface to keep surface water from seeping through the small cracks into the underlying base rock or native soil. Crack sealing, slurry sealing, and chip sealing are the traditional types of preventive maintenance used in our region. Preventive maintenance project locations and segment details for 2021 are included below in table form as **Tables 2 and 3**.



Table 2 – Type II Slurry Seal @ approx. \$1.94/sq. yd.

Street	Beginning	Ending	Length (ft)	Total Area (sf)	Total Area (sy)	Total Cost
A Street	Apperson Boulevard	Gain Street	635	15,875	1,764	\$3,422.16
Ames Street	Ames Street (Private Drive)	Dead End East	651	16,926	1,881	\$3,648.14
B Street	Apperson Boulevard	A street	696	17,400	1,933	\$3,750.02
Cominger Drive	Lot Whitcomb Drive	Pease Road	609	18,879	2098	\$4,070.12
Coquille Court	Coquille Drive	Cul-De-Sac	128	3,712	841	\$1,631.54
Coquille Drive	Dead End Street	Glen Oak Road	1,511	43,819	4,869	\$9,445.86
Front Avenue	Holcomb Boulevard	Forsythe Road	3,337	106,784	11,865	\$23,018.10
Frontier Parkway	Meyers Road	North property line of Wesley Linn Park	1,649	51,119	5,680	\$11,019.20
Haida Court	Coquille Drive	Cul-De-Sac	199	9,534	1059	\$2,054.46
Hedges Street	Mcloughlin Boulevard	3 rd Avenue	274	8,768	974	\$1,889.56
McCarver Avenue	Holmes Lane	Park Drive	910	29,120	3,235	\$6,275.90
Ogden Drive	Telford Road	Brighton Avenue	2,039	67,287	7,476	\$14,503.44
Park Drive	Brighton Avenue	Linn Avenue	1,049	36,715	4,079	\$7,954.05
Pasture Way	Holcomb School Road	Dead End North	1,268	36,772	4,086	\$7,926.84
Penn Lane	Division Street	Dead End East	410	11,480	1,275	\$2,486.25
Quinalt Court	Coquille Drive	Cul-De-Sac	199	10,207	1134	\$2,199.96
Quinalt Drive	Coquille Drive	Glen Oak Road	2,119	71,459	7,940	\$15,403.60
Rose Road	South End Road	Mahogany Drive	1,234	39,603	4,400	\$8,563.00
Stables Place	Pasture Way	North Dead End	1,106	32,876	3,653	\$7,086.82
Turtle Bay Drive	Dead End West	Torrey Pines Drive	568	16,473	1,830	\$3,883.50
Totals			20,600	648,664	72,072	\$140,156.50

In-House Pavement Maintenance and Street Reconstruction

In-house pavement maintenance is work that the Oregon City Public Works Department (OCPW) performs using City equipment. In the summer months, staffing is augmented by seasonal workers and Street Division work can include anything from pothole repair or spot repair of small pavement failures to larger-scale pavement failure repair using the same in-house resources. All in-house pavement maintenance projects are focused on repairing the base of the road, adding additional strength, and repairing failing pavement sections.

Summer 2021 - OCPW used in-house staff and equipment to complete projects utilizing a total of **1152.67** tons of asphalt at a cost of **\$64,980.01**. **Table 3** includes a summary of the 5 larger scale, in-house, pavement repair project for 2021.

Table 3 – 2021 In-House Work

Street	Beginning	Ending	Material Cost	General Treatment Description
South End Road	Barker Avenue	Warner Parrott Road	\$14,551.53	Rut Patch and Inlay
Warner Parrott Road	Entirety		\$20,339.08	Rut Patch
Park Drive	Linn Avenue	Brighton Avenue	\$5,287.32	Inlay
Clear Street	Front Avenue	Hiram Avenue	\$8,827.20	Overlay
Bluff Street	3 rd Street	Promenade Building	\$8,535.72	Overlay

Contracted Street Reconstruction

Typically, this work includes asphalt overlays, cold plane pavement removal (milling) combined with an asphalt overlay, structural dig out and repairs, or a complete reconstruction of the entire street section. Costs for this kind of work vary widely based on the type of repairs, classification of the street, volume of traffic, anticipated vehicle loading, and complexity of temporary traffic control. Generally these kinds of projects include engineering, project administration, detailed plans, and contract specifications. The work performed is outlined in **Table 4 and 5**.

Table 4 – 2021 Contracted Street Construction

Street	Beginning	Ending	Material Cost	General Treatment Description
High Street	3 rd Street	7 th Street	\$643,296.00	Reconstruct Roadway
John Adams Street	8 th Street	10 th Street	\$205,731.00	2" Mill 4" Inlay
8 th Street	John Adams Street	Jackson Street	\$311,958.00	2" Overlay
Hilltop Avenue	Molalla Avenue	End	\$246,678.00	2" Overlay
Fox Lane	Hilltop Avenue	Warner Milne Road	\$67,332.00	2" Overlay
Beaver Lane	Hilltop Avenue	End	\$69,138.00	2" Overlay
14 th Street	Buchanon Street	Division Street	\$53,010.00	Full Depth Reclamation

Street	Beginning	Ending	Material Cost	General Treatment Description
Division Street	150' S of 14 th Street	255' N of 14 th Street	\$193,462.00	Full Depth Reclamation
Joyce Court	Shenandoah Drive	Cul-De-Sac	\$153,840.00	Remove AC 3" Inlay

Table 5 - 3/8" - #8 Chip Seal @ approximately \$3.67/sq. yd.

Street	Beginning	Ending	Material Cost
Warner Parrott Road	Warner Milne Road	South End Road	\$90,720.00
South End Road	100' N of Barker Avenue	Partlow Road	\$68,438.00

Conclusion

This is a program that we are committed to working into an already heavy workload. We know this program is important and valuable to the community. We continue to improve our in-house paving program and balance the demands on the department with the demands of the paving season. Our small paving crew and lightweight equipment continue to provide strong support for the more robust abilities of construction companies in the business of milling and paving.

Thus far, all pavement maintenance expenses have stayed within the City's PMUF budget allocation. The department has received highly competitive bids which have helped to ensure that the City continues to complete the planned projects with little in the way of deferred projects.

Attachments

Exhibit A – Map - PMUF Major Accomplishments 2021

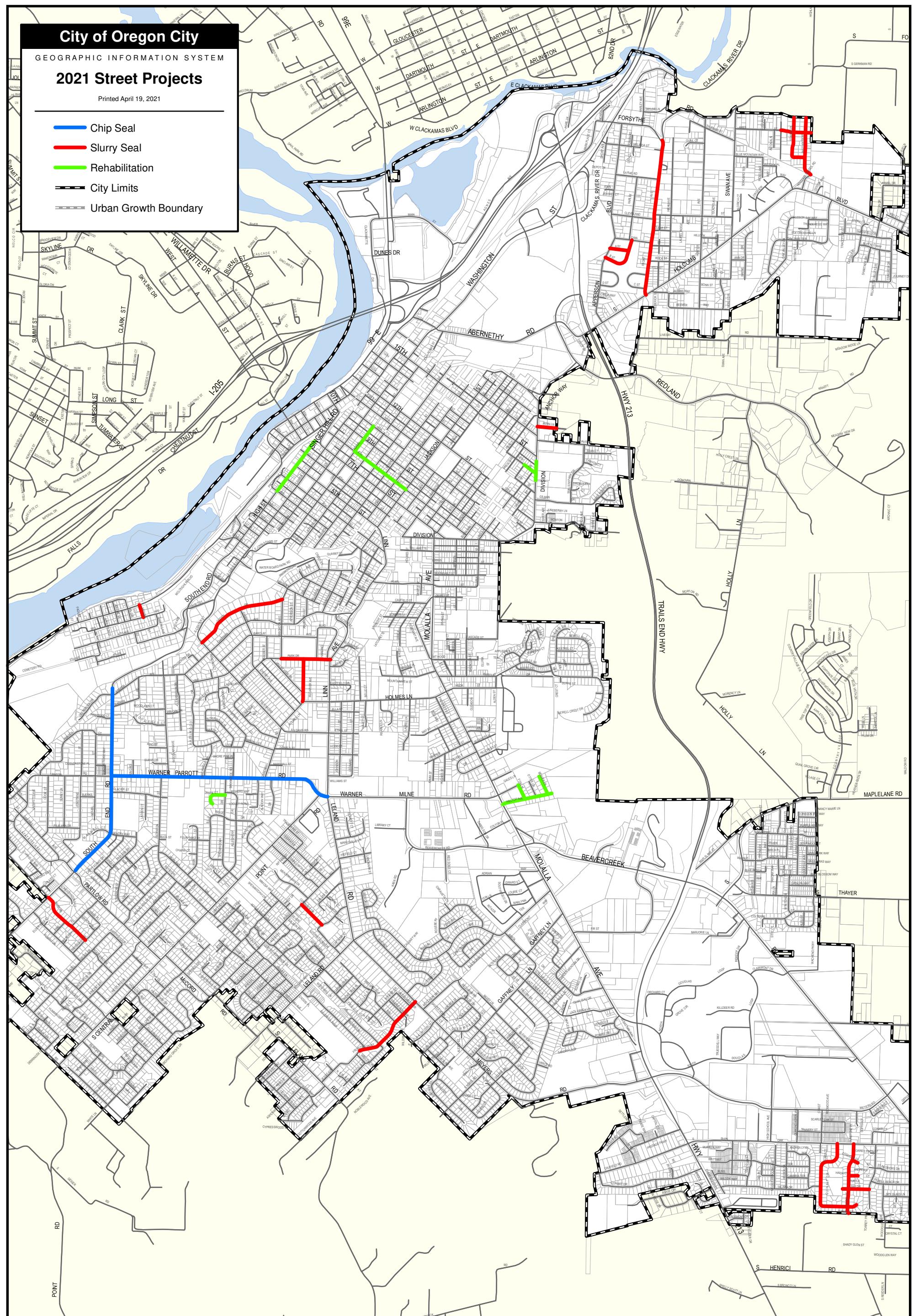
City of Oregon City

GEOGRAPHIC INFORMATION SYSTEM

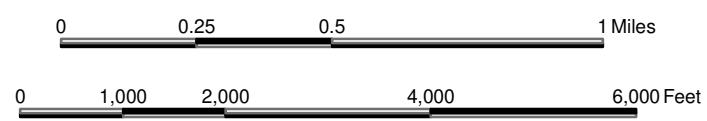
2021 Street Projects

Printed April 19, 2021

- Chip Seal
- Slurry Seal
- Rehabilitation
- City Limits
- Urban Growth Boundary



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City of Oregon City
P.O. Box 3040
625 Center St
Oregon City, OR 97045
503-657-0891 phone
503-657-6629 fax
www.orcity.org



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