

CITY OF ORINDA

Road and Drainage Repairs Plan

(Orinda 10 Year Road and Drainage Repair Plan)



April 22, 2014



(ORIGINALLY ADOPTED BY THE CITY COUNCIL JULY 17, 2012)

CITY OF ORINDA

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**CITY OF ORINDA
ROAD AND DRAINAGE REPAIR PLAN
(10-Year)**

Approved April 22, 2014 by the Orinda City Council

Scope

Goal/Objective

The goal of the Road and Drainage Repair Plan is to improve the City of Orinda's public road system and to repair drains under these roads. The objective is to increase the citywide average Pavement Condition Index from the present level of 51 to 70 over the next ten years and, at the end of the ten-year period, to have sufficient annual revenues to continue to maintain the public road system in that condition thereafter. As a result of this policy, the City anticipates that all publicly owned roads should be in the "Good" to "Excellent" range (PCI of 50 and above) by the end of the ten-year period. This Plan will be updated at least every two years. All decisions about changes in policy and roads to be repaired will be made at public meetings before the Citizens' Infrastructure Oversight Commission and City Council. See Attachment 1 for a definition of the range of PCI ratings and images of various PCI ratings.

Background

The City of Orinda has 92.5 miles of paved publicly owned roads, with most streets considered to be in Poor condition. Over the past ten years, the City has spent an average of \$2.3 million per year on street maintenance and repairs. Approximately \$0.8 million annually has been drawn from the City's General Fund and the Garbage Franchise Fees and used for routine street maintenance (potholes, striping, sweeping, drainage, etc.). Approximately \$1.5 million annually has been available for pavement rehabilitation and reconstruction, drawn from dedicated sources of funds -- Gas Tax, the countywide transportation sales tax Return-to-Source funds, and grant revenues from county and federal sources averaged over the 10-year period. In addition, Measure L (approved by Orinda voters in November 2012) is now adding funding for some of the worst residential roads from an increase in the sales tax.

Harris & Associates, in a 2014 update to its October 2012 Pavement Management Program report, estimated a total cost of \$52 million (future year dollars) to increase the average system-wide PCI from the current level of 51 to a new level of 70 over the next ten years, with expenditures spread over the period and cost increases estimated at 2.2 percent per year. The Citizens' Infrastructure Oversight Commission (CIOC) previously estimated the cost of repairing drains under the roads at an additional \$12.5 million, which is expected to escalate to approximately \$14 million spread over the ten-year period. Therefore, the combined total estimated cost of repairing Orinda roads and drains over the next ten years is \$66 million (see Attachment 2). Beyond this amount, an additional ongoing revenue stream will be necessary to keep the repaired roads in Good condition – the Plan anticipates a decision on the revenue sources needed at the end of the 10-year period.

The objective of this Plan is to raise the system-wide average to 70, less than the "optimum" condition recommended by Harris & Associates. That "optimum" was an average, system-wide

PCI of 85 and would increase the cost by over \$23 million, including likely cost increases over the next ten years. The City believes that an average PCI of 70 is the appropriate, affordable target for Orinda and would result in a road system acceptable to the community. Upon completion of the first three phases of this Plan, it is anticipated that all publicly owned roads should be in “good” to “excellent” condition (PCI of 50 or greater) and no roads will be in “very poor” condition. StreetSaver, the software package utilized by the City to monitor road conditions and to assist in formulating recommendations for street repair, would then be used to determine appropriate treatments to maintain roads as they wear and the point at which they should be reconstructed.

The Road and Drainage Repair Plan was originally adopted on July 17, 2012, proposing a multi-phase program to improve the City’s road and drainage infrastructure. In November 2012, the voters approved Measure L (with a 10-year sunset) as Phase 1 of the Plan, which created a .5% sales tax to be used for infrastructure repairs according to City Council policy. The purpose of this revised report is to demonstrate the impact of Measure L on the Plan and to recommend the Plan be accelerated by moving Phase 2 and subsequent phases forward by two years, based upon voter support. The City is committed to an annual review for the purpose of allocating relevant additional revenues, as available, to improve the public roadways and storm drains.

Prior to the passage of Orinda Measure L, the City’s policy was to focus pavement rehabilitation dollars on Arterials, Collectors, and School Routes, which are the streets that affect the greatest number of users. The policy (Attachment 3) has meant that no monies, except for emergency repairs, were allocated to Residential street repair. With approval of the Measure L Sales Tax, the CIOC was directed by the City Council to develop a policy and criteria for spending this new revenue source. The CIOC, with input from Orinda residents, advanced a policy and criteria that focuses Measure L funding on residential public streets, which serve the most users and those in the worst condition. The policy (Attachment 4) and criteria for Measure L funds were approved by the City Council on January 21, 2014.

Current Budget Challenges

The City’s General Fund overall operating budget, funded by property taxes and fees, is approximately \$10.6 million (excluding the Measure L .5% Sales Tax). These revenues fund Policy, Engineering, Legal, Parks and Recreation, Planning, Maintenance, and Administrative functions. This includes service fees generated from programs such as Planning and Parks and Recreation, which are restricted to providing services in those areas. Working with the limited available revenue and increased costs for services, the City has continued to maintain a balanced budget. Currently, the budget leaves no discretionary general revenues to allocate toward additional roadway maintenance. However, growth in property tax revenues in the future may provide limited opportunity to assign additional funds to the roads.

The City has two programs for road repair. The annual Pavement Management Program, funded by Gas Tax and countywide transportation sales tax Return-to-Source funds (\$878,000 in 2013), repairs the City’s most heavily travelled roads, including Arterials, Collectors, and School Routes. In addition, the City uses County and Federal transportation grant revenues when available for Arterial and Collector repair. These grants are competitive and vary from year to year. The Measure L Program, funded by the Measure L Sales Tax revenues (\$964,000 in FY

2013 and an estimated \$993,000 in FY 2014), repairs Residential roads with the most users and in the worst condition.

Current Road Repair Selection Process

The City is currently in Phase I of the Plan and has two sources of funding for the roads. The City is continuing the Pavement Management Program, focused on Arterials, Collectors, and School Routes, using funds from the Gas Tax and countywide transportation sales tax Return-to-Source revenues. The City is beginning to use the new Measure L revenues to repair Residential roads. Potential revenue generated during Phase 2 and Phase 3 will be used to supplement Measure L and expand the repair of Residential roads.

The City currently has two sets of policies to select roads for repair and reconstruction -- one set for Arterials, Collectors and School Routes and another for Measure L. These policies and criteria were developed by the CIOC with citizen input, and given final review and approval by the City Council. The two sets of policies and criteria are noted below and attached at the end of this report:

- City of Orinda Pavement Management Program (PMP) Policy and Criteria for Selecting Streets for Repair, Adopted October 18, 2011 (Attachment 3)
- City of Orinda Measure L Program Policy and Criteria for Selecting Streets for Repair Using Measure L Sales Tax Funds, Approved January 21, 2014 (Attachment 4)

For the Arterial/Collector/School Route program, an initial selection is made using StreetSaver, a pavement management software program using criteria designed to apply appropriate treatments to these streets so as to maintain them in Good condition at minimum cost. The results from StreetSaver are then evaluated by City staff, and a preliminary analysis and recommendation are presented to the CIOC. The CIOC then evaluates the recommendation in a public meeting(s) to develop a final recommendation forwarded to the City Council.

For Measure L, roads are selected for reconstruction from a list of the worst Residential roads -- those in "Very Poor" condition defined as having a PCI of 25 or less. Measure L funds are spent only on these roads, starting with the highest traffic volume segments and working down the list to segments with lower traffic volume. There are approximately 120 residential road segments currently in this category of roads in "Very Poor" condition. Projected revenues from Measure L are estimated to enable the City to reconstruct many of these road segments over a ten-year period, but will still leave a large number of residential roads in "Very Poor" condition.

Funding

Multi-Phase Approach

This Plan consists of four phases (see Table 1) in which the City will fund, plan, and manage the construction and repair of public roads and drains. The final phase is for on-going maintenance of the newly reconstructed roadways and drainage systems.

The Plan depends upon City Council and voter approval of several new revenue sources. As part of the Plan, the City will continue to fund the annual Pavement Management Program, with a focus on Arterials, Collectors, and School Routes, from funding sources prior to the approval of Measure L. Additionally, the Director of Public Works and Engineering Services, in conjunction

with the CIOC, will forward to the City Council an annual Measure L Program, with recommendations on how and where to allocate the new revenue for repair of public Residential roads and drainage systems.

At this time, the Plan recommends a combination of sales tax, general obligation bonds, and future non-specified revenue sources. The total new revenue required in Phases 2 and 3 to complete the plan, is at least \$45 million, in addition to the Gas Tax and countywide transportation sales tax Return-to-Source revenues and the Measure L sales tax revenues. When Phase 4 is reached, it will be essential that the City implement on-going maintenance and repair to maintain the improved condition of the public roadways.

Table 1 – Multi-Phase Approach to Fund Orinda’s Roads and Drainage Repairs (1)

Phase 1 Approved 2012	2012	Half-Cent Sales Tax Measure with a 10-Year Sunset to be Appropriated Annually from the General Fund by the City Council
Phase 2	2014	\$19.5 Million General Obligation Bond (2)
Phase 3	2018	At least \$25.5 million of new revenue, to be raised by a Bond, Parcel Tax, or Other New Sources to be Determined
Phase 4	2022	(a) Extension of the Half-Cent Sales Tax for On-going Maintenance/Rehabilitation; and (b) Other Revenue Sources as required for Maintenance & Rehabilitation to maintain the improved condition of the roads.

(1) The timing and phasing of funding options may accelerate based upon voter support
 (2) \$20 million bond will generate approximately \$19.5 million in revenue after bond issuance costs

Phase 1 of the Plan calls for the passage of a half-cent sales tax increase, which was approved by a general election in November 2012. The revenue generated from the increase is now available in the General Fund. It has been allocated in FY14 to begin the repair of our worst publicly owned Residential roads. It is the intention of the current Council that these funds will continue to be appropriated annually to continue the repair of our worst Residential roads and associated drainage infrastructure. Over the past year, the CIOC has developed policies and criteria for selection of the roads for repair with this revenue. This tax is estimated to generate approximately \$1 million per year over the 10-year life of the tax.

Phase 2 of the Plan calls for the passage of a General Obligation Bond of \$20 million, which requires a 2/3-majority vote to implement. This measure has been placed on the June 2014 ballot. If approved by voters, the City would initially draw down the funds to continue/expand on the policies currently in place for the Measure L Program. During Phase 2, revenues from both Measure L and from the General Obligation Bond will be used to repair the City’s worst Residential roads. The intent is that, by the end of Phase 2, all publicly owned Residential roads in “Very Poor” condition (defined as a PCI less than 25) will have been repaired. It is

anticipated that the funds generated by the General Obligation Bond will be drawn down and spent within a four to five year period.

Phase 3 of the Plan calls for an additional \$25.5 million from one or more financing alternatives to raise the remainder of the funds necessary to complete the infrastructure improvements for public roads and associated drainage systems, and bring Orinda's roads to a system-wide, average PCI of 70, in which no public roads should have a PCI below 50. These funds will be available over years 2019 to 2022 and be used to repair all public roads falling into the "Poor" category. Funding sources to be considered could include a second bond issue, a parcel tax, a real estate transfer tax, and/or a citywide assessment district. All of these additional funding sources would require voter approval.

Phase 4 of the Plan would be implemented in 2022 and would ensure the adequacy of continuing funding to maintain the public roads at an average system-wide PCI of 70, with all roads in "Good" to "Excellent" condition. Costs of maintaining the roads at this level have been estimated at \$3 million based upon current costs, but are likely to have increased beyond that level as the result of increases over the 10-year period. With the expiration of the Measure L Sales Tax in 2022, it is estimated that revenues available from the Gas Tax and the countywide transportation sales tax Return-to-Source funds for the roads will be approximately \$1 million. The core of Phase 4 is an extension of Measure L, the ½ cent sales tax, which currently generates approximately \$1 million per year. The combination of these revenue sources would generate about \$2 million per year. Any County or Federal grants would add to this amount.

If additional revenue sources such a real estate transfer tax or a parcel tax are approved in Phase 3 extending beyond 2022, or if the City is able to commit additional funding to the roads from increased property tax revenues, there may be sufficient funds available and no additional revenue measure(s) would be needed for Phase 4. However, if a shortfall exists then additional funding would be based upon voter approval.

Total Project Revenues and Costs

With passage of the Phase 1 half-cent sales tax measure, the City is now starting to receive an estimated \$1 million per year in additional revenue. If the Phase 2 General Obligation Bond or other future tax measures are successful, this new revenue would be dedicated to repairing public roadways in Very Poor condition including under-road drainage repair. It is also intended that the Gas Tax and countywide transportation sales tax Return-to-Source funds will continue to be utilized for road and drain repair and maintenance. Subsequent to the City's road system being elevated to "Good" condition, funding will be dedicated to sustaining the newly achieved level. At today's current dollar value, the cost to maintain City roads and drains at the present level of Fair/Good (PCI approximately 50) is \$2.2 million annually. When the condition is increased to Good/Excellent, the annual maintenance will necessarily be increased to \$3 million (2014 dollars) to maintain the roads at the higher level and be based upon engineering estimates of on-going maintenance. Actual future annual maintenance costs will be based on experience in the field.

Implementation

After funding is obtained, road repair and reconstruction will be implemented by the City's Public Works Department under established procedures, including public hearings, review and recommendation by the Citizens Infrastructure Oversight Commission, and authorization by the City Council in public meetings. Documents proposing changes in road repair policy or specific roads to be repaired will be distributed and be publicly available prior to the CIOC or Council meetings at which they will be considered.

The City expects to continue its existing policies regarding repair of our roads. As noted above, these include dedicating gas tax and other dedicated funds (including possible grants) to repair of Arterials, Collectors, and School Routes and use of revenues from Measure L and new revenue sources developed in Phases 2 and 3 of this plan to fix our Residential streets. Each fiscal year of the Plan, the City will select specific roads to be repaired consistent with funding that is available.

The selection of Arterials, Collectors, and School Routes will be based on recommendations of the StreetSaver program modified by any special conditions, such as planned work on roads by EBMUD, PG&E, the County, or other partners, or consolidating work on adjacent roads to obtain more favorable bids from contractors. The City expects this process to result in all "Poor" or "Very Poor" Arterials, Collectors, and School Routes being improved

The selection of Residential public roads to be repaired will follow the policies adopted for the use of Measure L funds, initially focusing repair on our worst residential roads (those with PCIs under 25) until all of those roads have been repaired and there are no longer any Residential roads in "Very Poor" or failed condition. Within this group of roads, more heavily traveled roads will be repaired before less heavily traveled roads, but all of our worst roads are expected to be repaired by the end of Phase 2 – that is within the next 4 or 5 years. In Phase 3, the focus of road selection will be on repairing roads, which remain in "Poor" condition, with the objective of putting all Residential roads in "Good" or "Excellent" condition by the end of the period. The selection of public roads to be repaired in Phase 3 will be managed to accomplish the goal of having no Residential road with a PCI of less than 50. This could result in some roads in better condition waiting longer for treatment. The StreetSaver program may also be used to assist in selecting roads to be repaired in Phases 2 and 3.

Each year, the selection of Residential roads will be based on updated information that is available at that time. This updated information will include the actual funding that is available from gas tax and sales tax sources (which can only be estimated at this time), the actual schedule of drawdowns of the bond measure contemplated in Phase 2, and the actual revenue available from the additional revenue sources enacted in Phase 3. It also will include updated information on the condition of each Residential road, how it has deteriorated from its current condition, and what treatments are appropriate considering its current condition.

Summary

The City Council and staff recognize that the magnitude of the investment needed to bring the City's public roads and drainage infrastructure into full repair will require a multi-phased approach over several years. Consideration has been given not only to fiscal need, but also to how to manage such a large number of projects. Given both considerations, a multi-phased planned approach will be taken to address the City's infrastructure problems. The multi-phased approach is based on the successful program being used on Arterials/Collectors/School Routes, and will make use of recommendations from the CIOC and the existing project and program management practice, which is successfully improving these public roads. Based upon public support, the Plan may be accelerated to address the failing infrastructure in a more timely and efficient manner.

Attachments

1. Attachment 1 – Pavement Condition Index (PCI) Ratings Definition with Images of Varying PCI Ratings and Impact of Drain Failure
2. Attachment 2 - Table 2, City of Orinda Road and Drain Repair Plan Estimated Revenue and Costs
3. Attachment 3 – City of Orinda Pavement Management Program Policy and Criteria for Selecting Streets for Repair, Adopted October 18, 2011
4. Attachment 4 – City of Orinda Pavement Management Program Policy and Criteria for Selecting Streets for Repair Using Measure L Sales Tax Fund, Approved January 21, 2014

Pavement Condition Definitions

PCI Range	Condition	Description
90-100	Excellent	Little or no distress.
70-89	Very Good	Little or no distress, with the exception of utility patches in good condition, or minor to moderate hairline cracks; typically lightly weathered.
50-69	Good	Light to moderate weathering, light load-related base failure, moderate linear cracking.
25-49	Poor	Moderate to severe weathering, moderate levels of base failure, moderate to heavy linear cracking.
0-24	Very Poor	Extensive weathering, moderate to heavy base failure, failed patches, extensive network of moderate to heavy linear cracking.

(Table I-7, City of Orinda 2012-2013 Pavement Management Program Update (PTAP-13), Final Report, October 2012, Prepared by Harris & Associates)

Please see the attached photographs for examples roads at various PCI's and the damage that can result from a drain failure under a road.



**Greenwood Court
PCI 15**



**Charles Hill Road
PCI 8**



**Ardith Drive at Darnby
PCI 47**



Rheem Blvd
PCI 70



Claremont Avenue
PCI 80



Storm Drain Failure on Tarabrook Drive at Evergreen Drive

Table 2 Roads and Drains Repair Plan and Maintenance Plan Estimated Revenue and Expenditures Forecast

Table 2a - Existing Revenue Sources for Roads and Drains (Millions) (1)

10 Year Planning Period											
Revenue Source	FY 14	FY 15	FY 16	FY 17	FY 18	FY 19	FY 20	FY 21	FY 22	FY 23	Total
Gas Tax & RTS	\$ 0.9	\$ 0.9	\$ 0.9	\$ 0.9	\$ 0.9	\$ 1.0	\$ 1.0	\$ 1.0	\$ 1.0	\$ 1.0	\$ 9.5

(1) **Existing Dedicated Revenue Sources for Roads and Drains** - The existing revenue sources are currently being utilized for limited public road and drain repair and maintenance. After the roads system has been elevated to a PCI of 70 (Good), these funding sources will be dedicated to sustaining the newly achieved level. At today's current dollar value the cost to maintain City roads and drains at the current level (PCI=51) is \$2.4 million annually. At a PC of 70 the annual maintenance amount will have to be increased to \$3 million. Current revenue sources include Transportation Impact Fees, Drainage Impact Fees, Gas Tax, countywide sales tax return-to-source funds and General Fund.

Table 2b - New Revenue sources for Roads and Drains Repairs Construction (Millions) (2)

10 Year Planning Period											
Revenue Source	FY 14	FY 15	FY 16	FY 17	FY 18	FY 19	FY 20	FY 21	FY 22	FY 23	Total
.5 Cent/Measure L	\$ 1.0	\$ 1.0	\$ 1.0	\$ 1.1	\$ 1.1	\$ 1.1	\$ 1.2	\$ 1.2	\$ 1.3		\$ 10.0
Phase 2 - Bond		\$ 4.9	\$ 4.9	\$ 4.9	\$ 4.9						\$ 19.6
Phase 3						\$ 6.4	\$ 6.4	\$ 6.4	\$ 6.4		\$ 25.6
Phase 4										\$ 1.3	\$ 1.3
Total New Revenue	\$ 1.0	\$ 5.9	\$ 5.9	\$ 6.0	\$ 6.0	\$ 7.5	\$ 7.6	\$ 7.6	\$ 7.7	\$ 1.3	\$ 56.5

Total Funds Available

\$ 66.0

(2) **New Revenue Sources for Road and Drainage Repairs and Construction** – With the approved Measure L Sales Tax (Phase 1) and if the Phase 2, 3 and 4 measures are successful, the new revenue will be available for the City Council to annually appropriate to bring the public roads system to a systemwide average of PCI=70 and for under-road drainage repair. Additionally, new revenue would be available to contribute to the ongoing maintenance efforts to reach the required \$3.0 million annually. To bring the public roads to a systemwide average of PCI=85 would require an additional \$23 million.

Table 2c - Estimated Annual Costs for Roads and Drains Repair (Millions) (3)

10 Year Planning Period											
	FY 14	FY 15	FY 16	FY 17	FY 18	FY 19	FY 20	FY 21	FY 22	FY 23	Total
Road Repairs Budget	\$ 1.5	\$ 5.4	\$ 5.4	\$ 5.5	\$ 5.5	\$ 6.7	\$ 6.8	\$ 6.8	\$ 6.9	\$ 1.8	\$ 52.3
Drain Repairs Budget	\$ 0.4	\$ 1.4	\$ 1.4	\$ 1.4	\$ 1.4	\$ 1.8	\$ 1.8	\$ 1.8	\$ 1.8	\$ 0.5	\$ 13.7
Total	\$ 1.9	\$ 6.8	\$ 6.8	\$ 6.9	\$ 6.9	\$ 8.5	\$ 8.6	\$ 8.6	\$ 8.7	\$ 2.3	\$ 66.0

(3) Table 2c shows an estimated cost for each year of the Plan. These amounts were derived using the StreetSaver program. StreetSaver indicates that this cost plan will achieve the objective of a systemwide PCI of 70. Both public road and under-road drainage repair construction costs have been increased by 2.2% per year for inflation. The construction costs inflation rate is the current rate used by Caltrans.

Note: Totals may not match due to rounding.

**City of Orinda
Pavement Management Program (PMP)
Policy and Criteria for Selecting Streets for Repair
Adopted October 18, 2011**

Policy:

Current budgetary constraints and the poor and deteriorating condition of Orinda's roads require the City to apply budgeted PMP funds only to those roads *where the most benefit for the most residents can be obtained*. Simply stated, this means that only Arterials, Collectors and School Routes will have repair priority; emergency repairs will be made to Residential streets only when severe safety concerns arise. Recognizing that urgent/emergency repairs on Residential streets will increase under this policy, the City should also allow for certain urgent repairs to be performed on all street classifications including residential streets that meet specific criteria.

Criteria for Priority Selection of Arterials and Collectors

1. Frequency of use, as measured by Average Annual Daily Traffic (AADT)
2. Efficiency of expenditure, as measured by the **StreetSaver®** program
3. Availability of significant cost savings through partnering, (i.e., with utilities and/or residents)
4. Proximity to schools

Criteria for Urgent Pavement Repair Selection on Arterial, Collector and Residential

City of Orinda staff should consider and evaluate pavement condition/damage relative to:

1. Safety - Pedestrian, Bicycle, and Vehicle
 - More Frequent Accidents
 - Increased Stopping Distance
 - Hazard Avoidance
 - Emergency Vehicle Access
2. Evaluation of Failure and Estimation of Repair Cost/Repair Life

Size of the failed area (larger than a pothole) and severity of the failure
(i.e. base failure)
Related Drainage Issue
Weakened Sub-grade
Underground Springs
Exclude Geotechnical Recommendations of Slide Repairs (Separate
Slope Stabilization Fund Source)

3. Selection process

Location will be identified by staff observation and/or complaints received

Traffic volume

Staff shall review the locations using Criteria 1 and 2 above.

Repairs will be made as locations are identified and based on the availability of funding.

The Citizens' Infrastructure Oversight Commission (CIOC) shall review and approve the recommended repair locations.

City of Orinda
Pavement Management Program (PMP)
Policy and Criteria for Selecting Streets for Repair Using Measure L Sales
Tax Funds
Approved January 21, 2014

Policy

With the adoption of the Measure L, .5% Sales tax, the City has an additional source of funds for road repair and reconstruction. This Measure represents the first phase of a multi-year plan to repair all the City's streets. Even with this additional funding, current budgetary constraints and the poor and deteriorating condition of Orinda's roads require the City to apply budgeted funds only to those residential roads *where the most benefit for the most residents can be obtained*. With the Measure L funds the City has committed to make repair of the residential roads a priority. The goal of this program is to distribute the residential roads to be repaired throughout the City.

The Program

Annually, funds permitting, roads to be repaired will be selected as follows:

1. The street segments must be classified as *residential*.
2. The street segments must be among the *worst residential roads*, which means the Pavement Condition Index (PCI) for that segment of road as calculated by the StreetSaver program is less than or equal to 25, and with ride quality (roughness of ride) considered using an acceptable objective measure.
3. The most *heavily used residential road segments*, based on actual traffic counts, will be repaired first. The road segments will be rank in descending order of traffic volume, with the highest volume road segments forming a pool of candidate roads for the annual program.
4. Other factors, such as equitable distribution of the projects throughout the community and underground utility repair schedules, will be considered in selecting the annual list of road segments to be repaired.