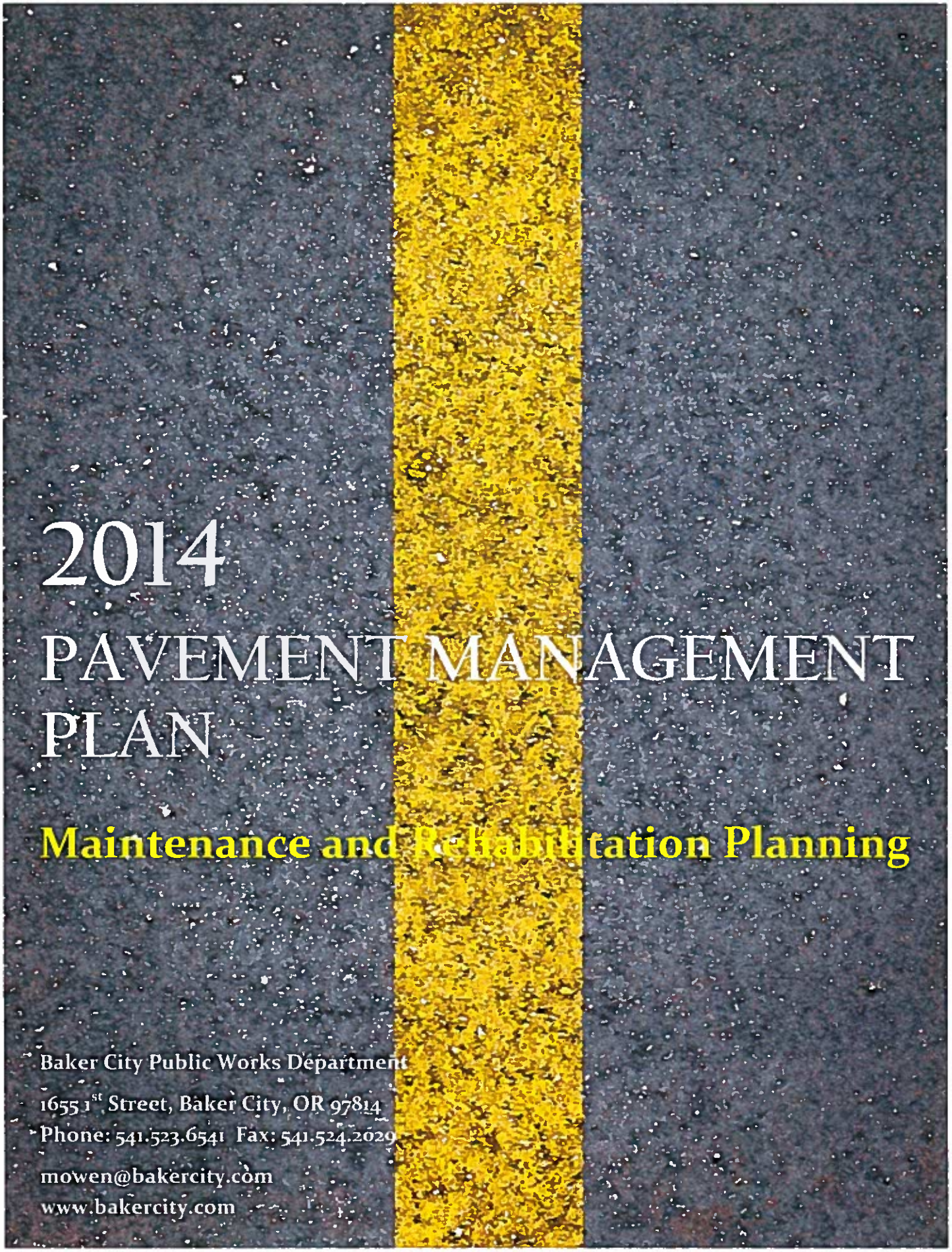
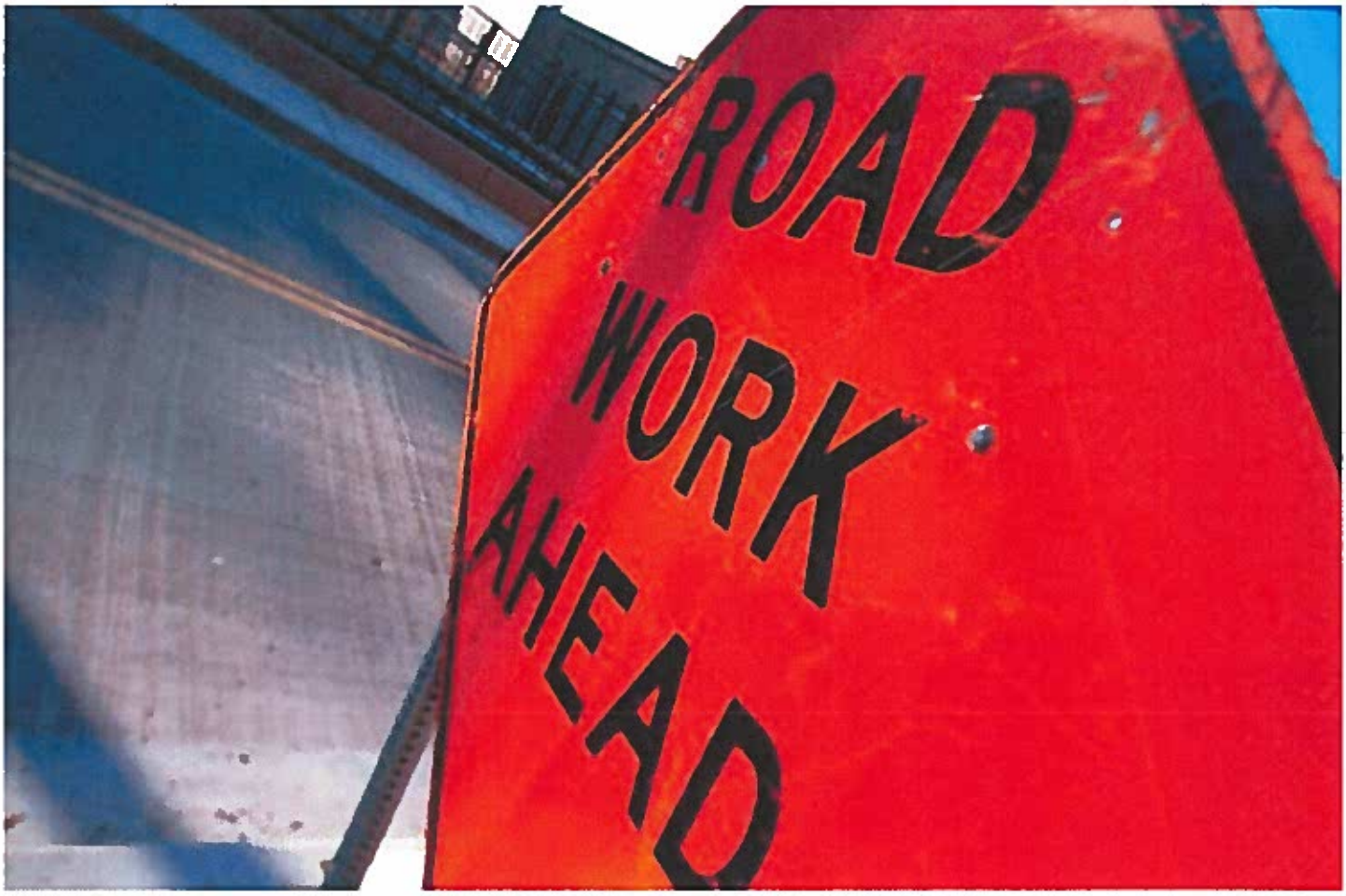


2014 PAVEMENT MANAGEMENT PLAN

Maintenance and Rehabilitation Planning

Baker City Public Works Department
1655 1st Street, Baker City, OR 97814
Phone: 541.523.6541 Fax: 541.524.2029
mowen@bakercity.com
www.bakercity.com



http://tril025.com/cdot performing road repairs on main street in windsor/

THE GOAL OF PAVEMENT MANAGEMENT IS...

To improve the overall condition of our community's paved transportation system, with the limited amount of funding available, by utilizing the most effective street treatments and applying them at the right place and the right time.

Table of Contents

INTRODUCTION

Date: March 3, 2014

To: Baker City Public Works Advisory Committee (PWAC)

Subject: 2014 Pavement Management Plan

A picture is worth a thousand words. Please take time to review the photos included in this year's addition of the Pavement Management Plan.

That being said, I'll not drone on in this memo about the need for additional funding to maintain the streets we have. The Street Fund revenue comes primarily from the State Gas Tax and from a portion of the Baker City property tax revenue. Neither the gas tax or property tax revenue stream is increasing at the same pace as the cost of street maintenance.

A couple of highlights from 2013 include the reconstruction of Resort Street. This project has been in the works for over a decade, and it finally came together last summer. A portion of the street between Auburn and Campbell had been in the "Poor" category in our street rating system. It is now in the "Very Good" category. The crews also completed an excellent chip seal project, covering 53,500 square yards. In addition, the overlay of E Street from College to 8th Street was completed. The new asphalt and ADA compliant sidewalks and crossings are a huge improvement in the community.

The 2014 projects include a larger chip seal project and a fog seal project to seal the newly reconstructed Resort Street and recent overlay streets – E Street and L Street. The ability to complete an overlay every year is becoming more difficult with the high cost of the required ADA improvements. Money will be set aside this year and put towards an overlay next year.

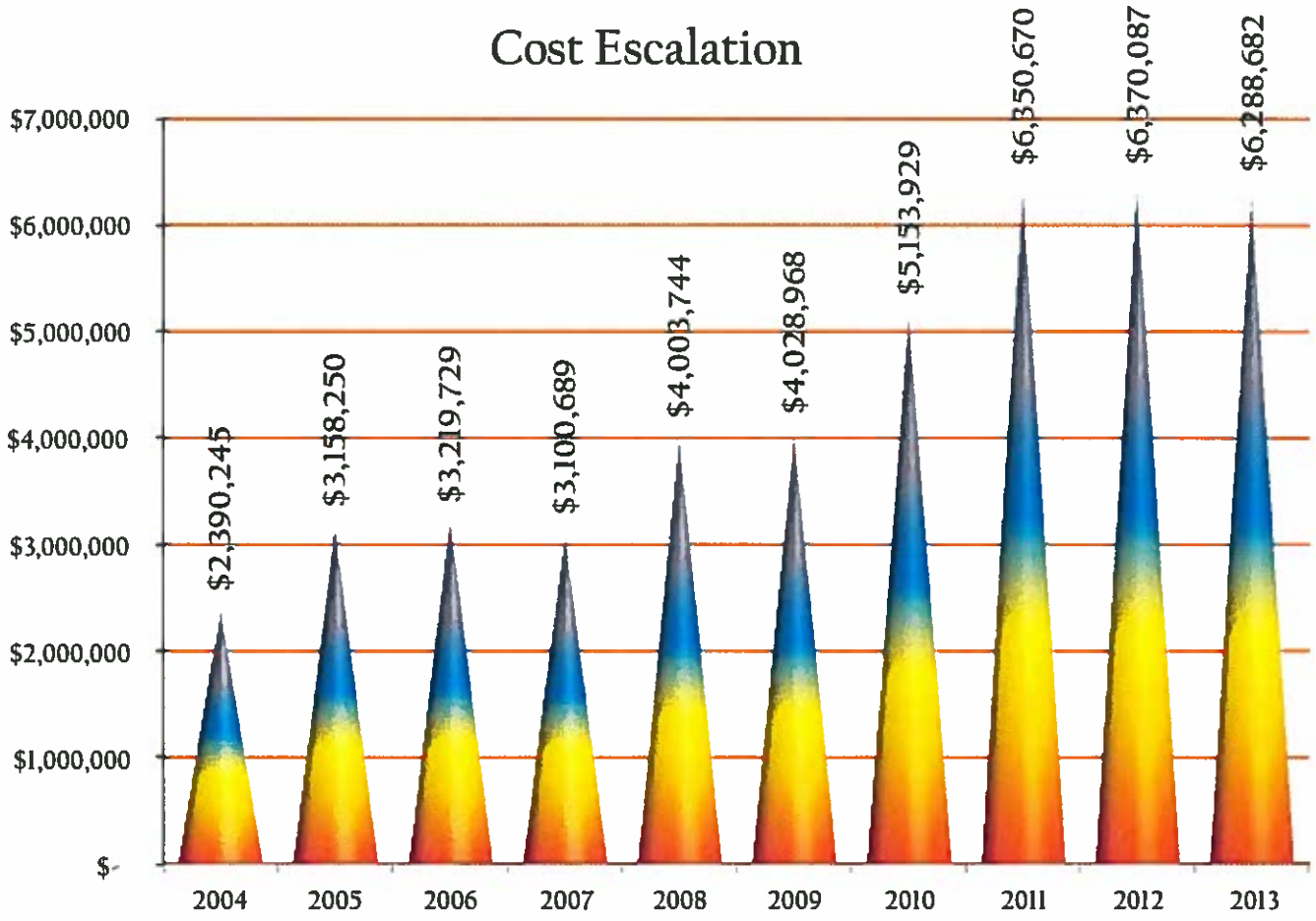
We will continue to utilize every tool in our street maintenance toolbox to work towards meeting the Pavement Management Plan goals. Thank you for taking the time to be part of the Committee and assist the Public Works Department in maintaining our transportation network.

Sincerely,

Michelle Owen
Director of Public Works
mowen@bakercity.com
541-524-2031

The Cost of Deferred Maintenance

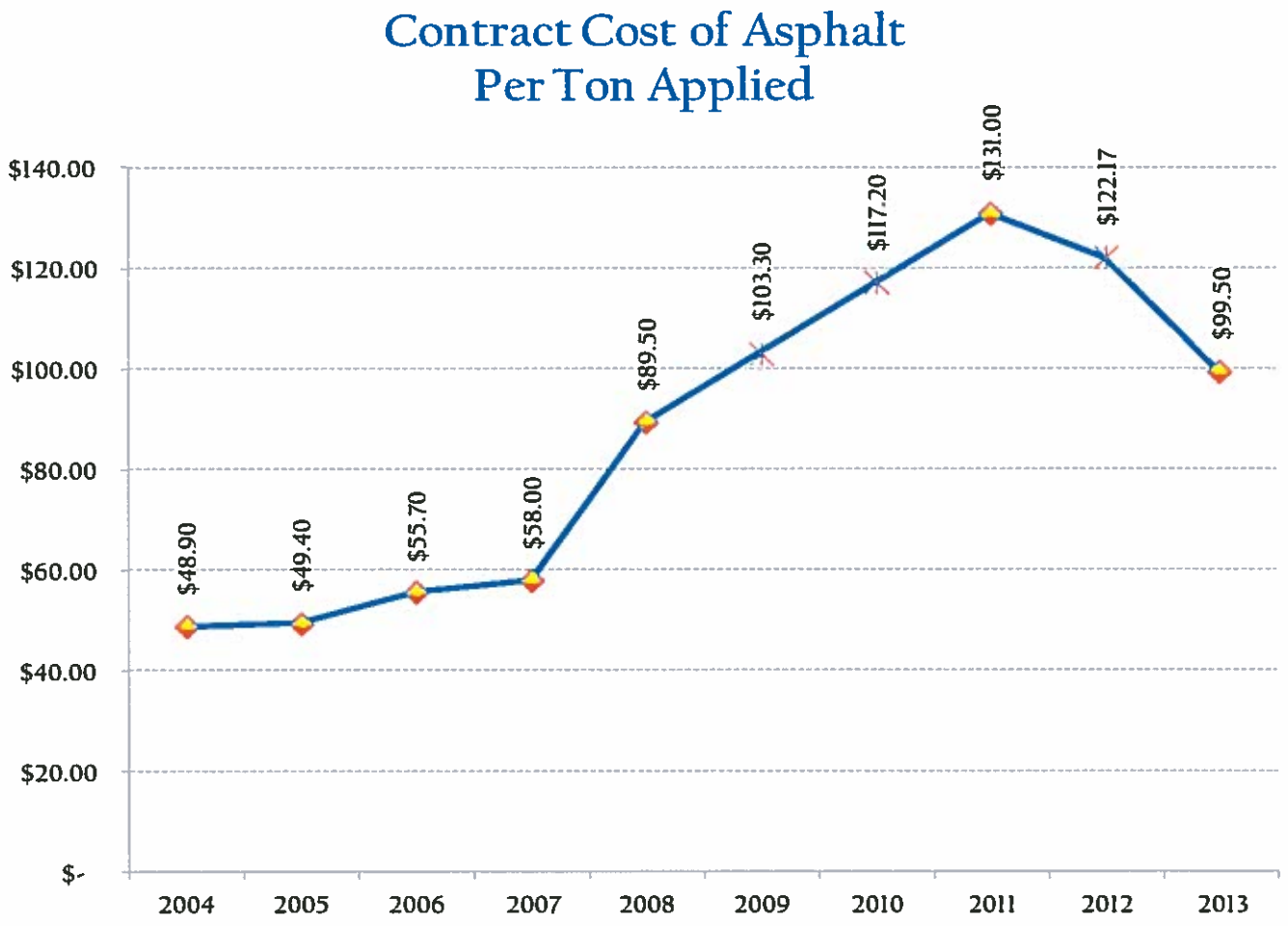
The graph below illustrates the approximate cost to treat every street with the recommended treatment for its condition category for each of the last 10 years. The graph further demonstrates the level of maintenance needed but not funded for each of those years. As you can see, until 2013 these deferred maintenance costs continue to rise. Future years will determine if reduced costs will continue beyond 2013.



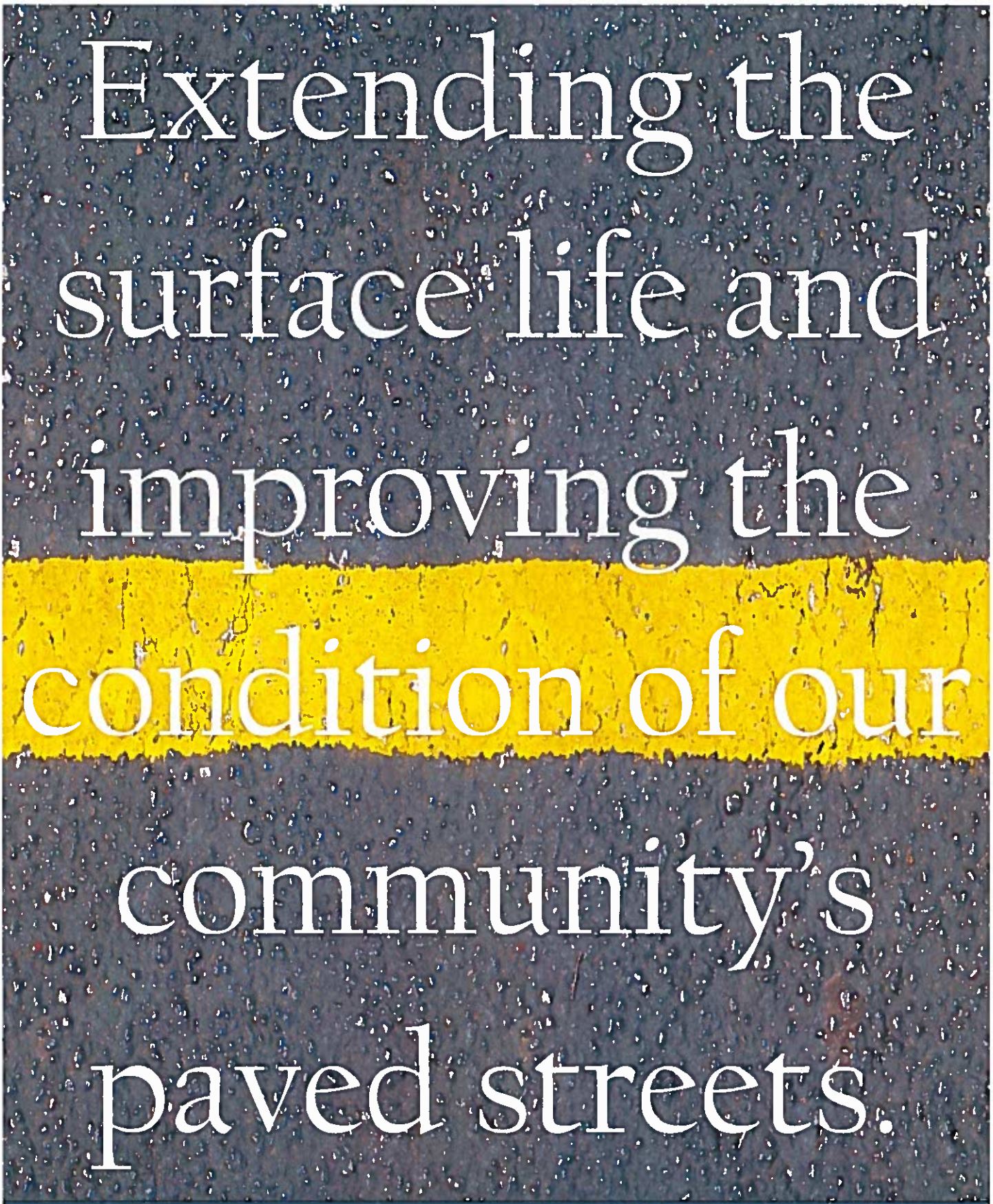
The Cost of Deferred Maintenance

...CONTINUED

Illustrated below is a major contributor to the escalating cost of overlays – the ever increasing cost of asphalt application. Although not demonstrated by this graph, the costs of fog seal and chip seal oils also continue to increase. These combined factors are directly related to our dwindling purchasing power.



Note: Baker City did not overlay streets in 2009, 2010 or 2012. The costs for these years were derived by using the average costs from surrounding years. The 2013 figure shows a significant downward turn in the cost of asphalt. Future projects will determine if this is the trend.


Extending the
surface life and
improving the
condition of our
community's
paved streets.

Overall Pavement Management Goal

Objectives & Achievements

Maintaining Baker City's existing transportation system at the highest level possible with the funding available.

Program Objectives[1]

1. Keep most of Baker City's paved streets in the "Very Good" or "Good" categories.
2. Do not allow any street to remain in the "Poor" category for more than 2 years.
3. Do not allow any paved street to deteriorate below the "Poor" category.
4. Increase the percentage of paved streets in the "Very Good" category.
5. Monitor deterioration patterns. Recognize future needs and plan to minimize their impact.

Review of Achievements Toward Objectives

1. The program continues to meet objective number one. Currently 64% of Baker City's paved streets are in the "Very Good" and "Good" categories. Our ongoing analysis continues to demonstrate that band-aid treatments, like the single chip seal, temporarily elevate or maintain ratings on streets that are otherwise showing a steady decline.

2. There are currently five street sections in the "Poor" category, totaling .54 mile. Last year there was one mile of paved streets within this category. The reconstruction of Resort Street elevated it out of this category, reflecting the bulk of the mileage reduction.

3. Pavement conditions continue to decline, with the overall deterioration continuing to overwhelm our the available resources needed to address the appropriate maintenance. This is the third year Clifford Street is in the "Very Poor" category.

4. Maintaining this objective is largely influenced by community growth and streets being constructed through new development or with the assistance of grant program funding. Without new construction, additions to the "Very Good" category are the result of overlay projects or chip sealing of higher rating "Good" streets. Raising the percentage by adding new streets is more indicative of current community growth than success of the "Pavement Management Plan". New streets incorporated into the system add increased pavement maintenance responsibilities to the program. Within the last decade, approximately 2.78 miles of paved public streets have been added to the system.

5. We continue to monitor and analyze deterioration patterns in our pavement system. Current and future needs have been identified in past reports. We continue to systematically set priorities and utilize available resources to provide the best use of the taxpayer dollar.

[1] For those unfamiliar with the program, a detailed explanation of the pavement rating system is provided beginning on page 15

Overall Pavement Management Plan

Maintenance Tasks

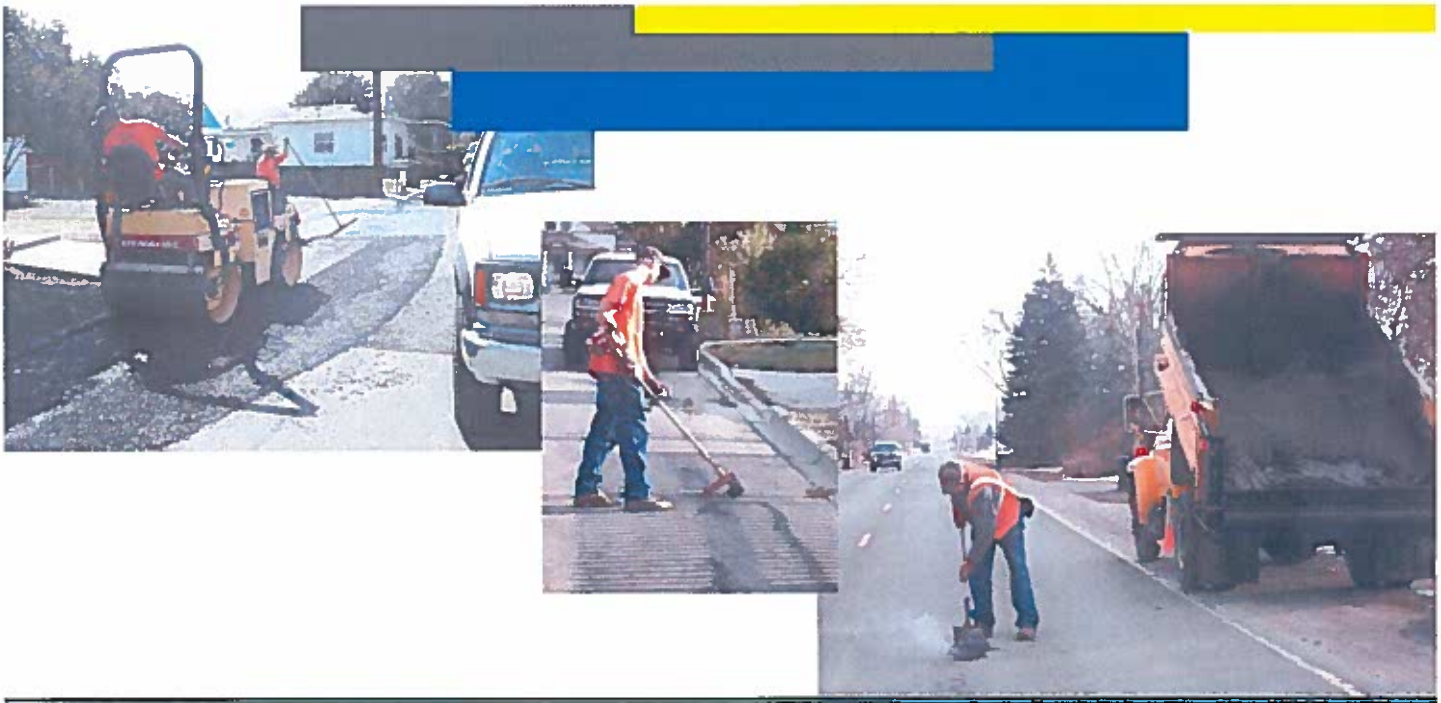
2014 Maintenance Tasks[2]

Focusing on Program Objectives 1 – 4, street maintenance this year will involve chip sealing almost 5 miles (76,170 yd^2) and fog sealing .4 miles (8,569 yd^2) of city streets.

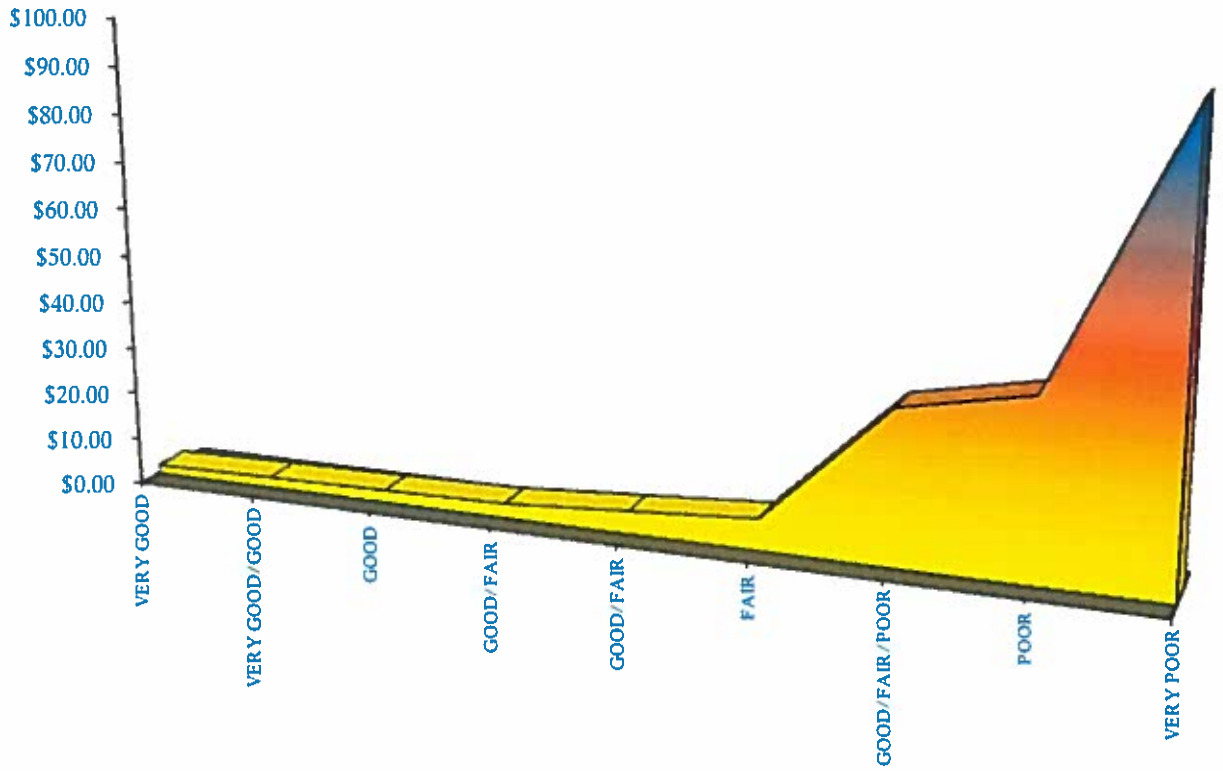
Factors considered when selecting streets for chip seal:

- The street has not been chip sealed since 2007; and
- The street is rated in the lower range of the "Good" category. The "Good" category consists of ratings in the 89 - 97 range; or
- The street is rated in the mid-"Fair" category. The "Fair" category includes ratings in the 70 - 88 range.

[2] See page 18 for a detailed explanation of maintenance procedures



Pavement Maintenance Cost Curve-2014



STREET CATEGORY	COST PER SQUARE YARD	TYPE OF MAINTENANCE
VERY GOOD	$1.69	FOG SEAL (NO PREP)
VERY GOOD/GOOD	$2.15	1/4"-10 SINGLE CHIP (NO PREP)
GOOD	$2.55	FOG SEAL (INCLUDING PATCHING)
GOOD/FAIR	$3.00	3/8"-1/4" SINGLE CHIP SEAL (SOME PREP)
GOOD/FAIR	$4.80	DOUBLE CHIP SEAL (SOME PATCHING)
FAIR	$6.64	DOUBLE CHIP SEAL (CONSIDERABLE PATCHING)
GOOD/FAIR/POOR	$32.59[3]	THIN OVERLAY (MINOR PATCHING)
POOR	$37.93[3]	THIN OVERLAY (CONSIDERABLE PATCHING)
VERY POOR	$95.40[3]	REBUILD

This graph represents the very foundation upon which the Pavement Management Plan was developed. Maintaining streets in the "Fair", "Good", and "Very Good" categories provides the citizens of Baker City with the most cost effective transportation system.

[3] The added cost for required ADA Compliance is not included in these estimated amounts

Street Preventative Maintenance

Estimated Costs-2014

2014 Estimated Project Costs

Chip Seal

Application to City Streets (76,170 sq. yd. @ $3.36 sq. yd.)	$255,931.20
Preparing Streets Prior to Application (76,170 sq. yd. @ $1.14 sq. yd.)	$86,833.80
Subtotal of Chip Seal Application and Prep	**$342,765.00**

Fog Seal

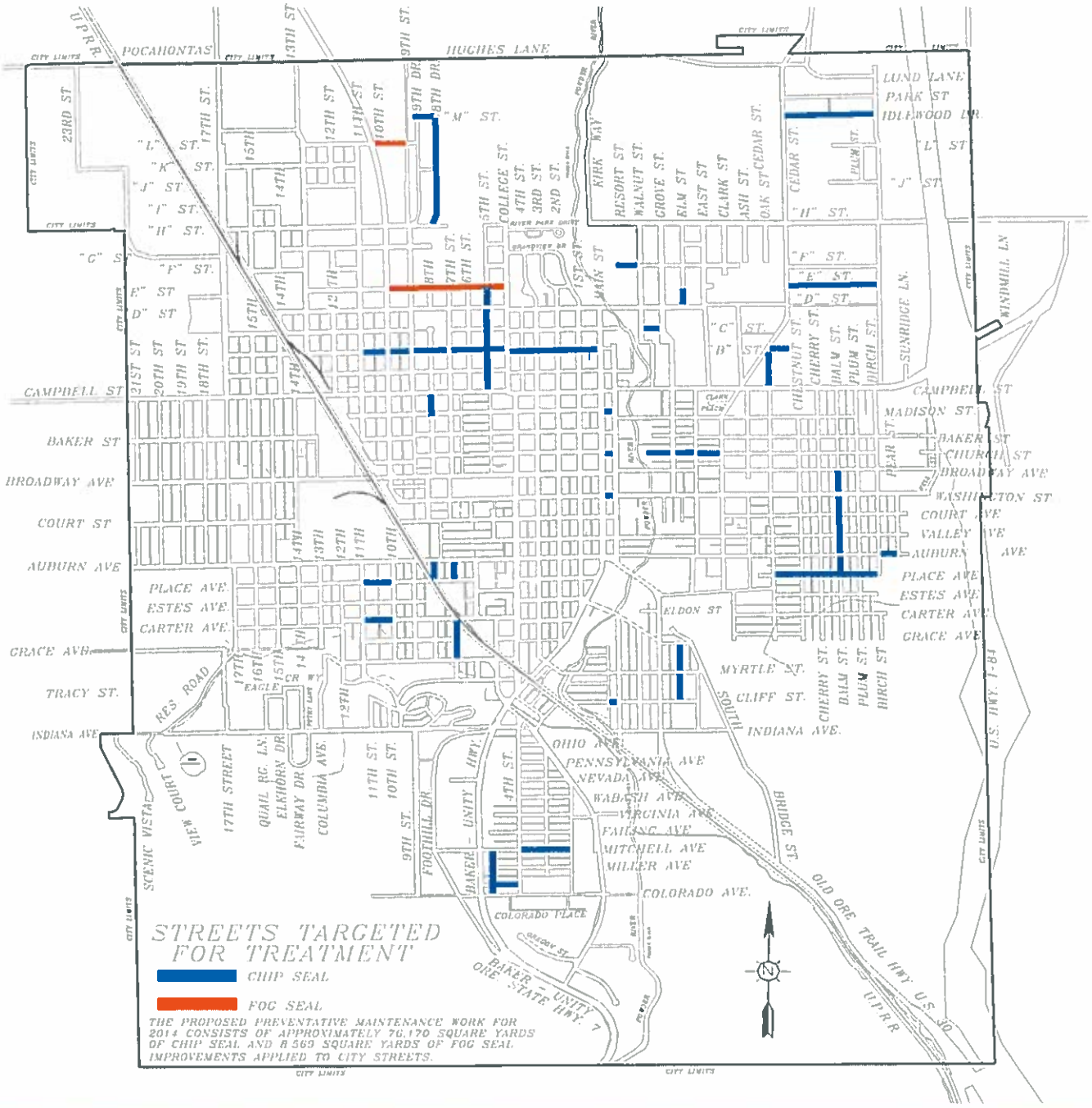
Application to City Streets (8,569 sq. yd. @ $.30 sq. yd.)	$2,570.70
Subtotal of Fog Seal Application	**$2,570.70**

Total for Chip and Fog Seal Applications	$345,335.70
Engineering (10%)	$34,533.57
Administration (8.3%)	$31,529.15
Contingency (10%)	$41,139.84
Subtotal of Engineering, Administration & Contingency	**$107,202.56**
2014 Preventative Maintenance Estimated Cost	**$452,538.26**

Revenue for pavement maintenance work comes from the Surface Transportation Program (STP) and the Serial Maintenance Levy (now a portion of the tax base).

The crack filling and asphalt crack patching necessary to prep streets for treatment are funded in the Street Maintenance Department of the State Tax Street Fund and not the Preventative Maintenance Department.

Streets Selected for Treatment-2014



Street Condition Ratings By Mileage[4]

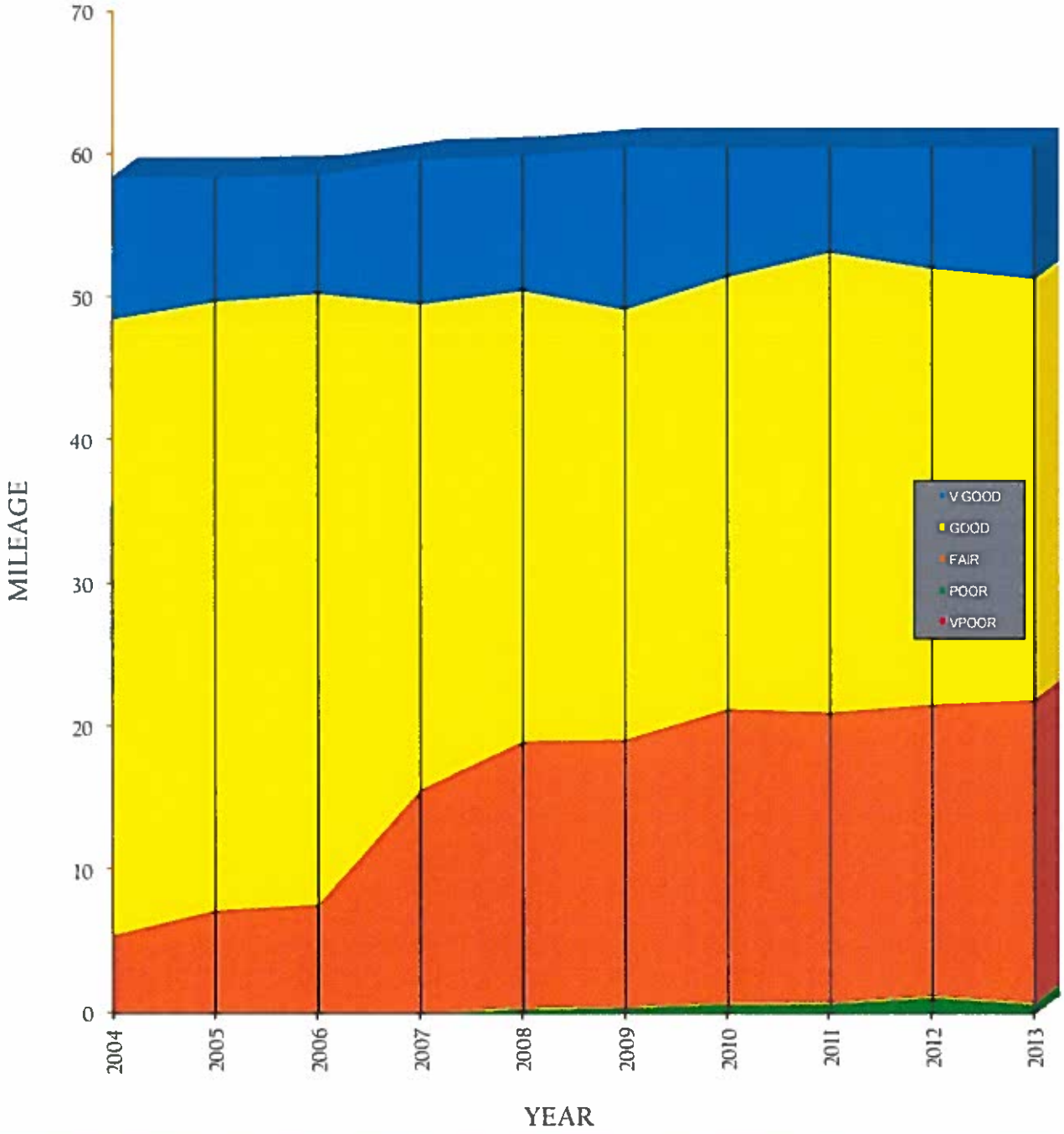
	Very Good	Good	Fair	Poor	Very Poor	Total Miles Asphalt Streets	Gravel Double Chip	Gravel Collector	Gravel Local	Total Miles Gravel Streets	Total Miles Unopened Streets	Total Miles All Streets
2013	9.22	29.43	21.33	0.54	0.08	60.60*	0.82	1.01	7.81	9.64	11.47	81.71
2012	8.52	30.44	20.57	1.00	0.08	60.61	0.82	1.01	7.81	9.64	11.47	81.72
2011	7.38	32.13	20.44	0.58	0.08	60.61	0.82	1.01	7.81	9.64	11.47	81.72
2010	9.09	30.18	20.71	0.63	0.00	60.61	0.82	1.01	7.81	9.64	11.47	81.72
2009	11.39	30.05	18.81	0.36	0.00	60.61	0.82	1.14	8.06	10.02	11.70	82.33
2008	9.46	31.46	18.80	0.28	0.00	60.00	0.82	1.14	8.06	10.02	11.70	81.72
2007	10.16	33.93	15.69	0.00	0.00	59.78	0.82	1.14	7.95	9.91	11.80	81.49
2006	8.33	42.69	7.67	0.00	0.00	58.69	0.82	1.14	7.95	9.91	11.98	80.58
2005	8.72	42.54	7.25	0.00	0.00	58.51	0.82	1.14	7.95	9.91	11.98	80.40
2004	9.93	43.06	5.52	0.00	0.00	58.51	0.82	1.14	7.95	9.91	11.98	80.40
2003	9.35	45.96	2.54	0.00	0.00	57.85	0.82	1.27	7.95	10.04	11.98	79.87
2002	9.21	46.84	1.13	0.00	0.00	57.18	0.82	1.27	7.95	10.04	11.98	79.20
2000	7.30	47.20	2.76	0.00	0.00	57.26	New Category Added in 2002	1.77	8.19	9.96	11.98	79.20
1999	6.18	49.81	1.16	0.00	0.00	57.15		1.77	8.19	9.96	11.98	79.09
1998	6.81	48.78	0.90	0.00	0.00	56.49		2.10	8.19	10.29	12.13	78.91
1997	5.33	50.72	0.17	0.00	0.00	56.22		2.18	8.24	10.42	12.00	78.64
1996	6.04	49.38	0.55	0.00	0.00	55.97		2.18	8.24	10.42	12.00	78.39
1995	5.58	48.34	1.41	0.00	0.00	55.33		4.50	6.20	10.70	12.28	78.31
1994	6.85	45.34	2.88	0.00	0.00	55.07		4.50	6.20	10.70	12.54	78.31
1993	7.20	43.04	3.98	0.00	0.00	54.22		4.77	6.20	10.97	12.56	77.75
1992	6.95	44.09	2.66	0.00	0.00	53.70		5.22	6.20	11.42	13.08	78.20
1991	6.45	39.00	7.37	0.02	0.14	52.98		5.87	6.33	12.20	13.00	78.18
1990	6.84	38.31	5.47	1.05	1.31	52.98		5.87	6.33	12.20	13.00	78.18
1989	6.62	36.04	6.57	1.98	1.30	52.51		5.94	6.93	12.87	12.77	78.15

Due to weather conditions in 2001, the annual street inspection was not completed. Partial inspection showed some degradation. In order to conform to the 1996 Transportation Plan, some gravel streets were reclassified.

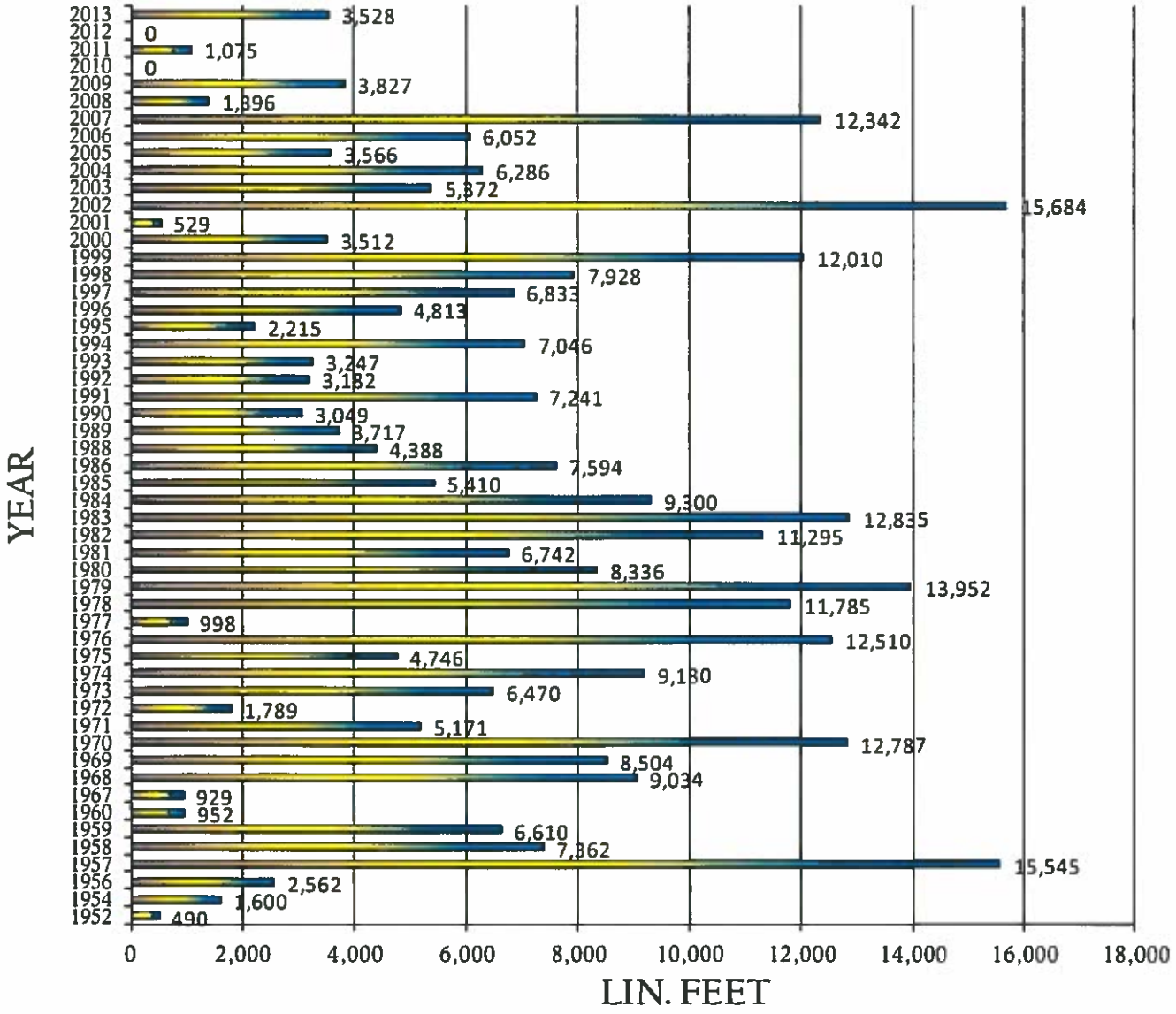
*The variation in total mileage is due to a correction made to M Street's dimensions as well as the new dimensions of Resort Street.

[4] See page 17 for a detailed explanation of the ratings categories.

Asphalt Condition Ratings-2004 to 2013



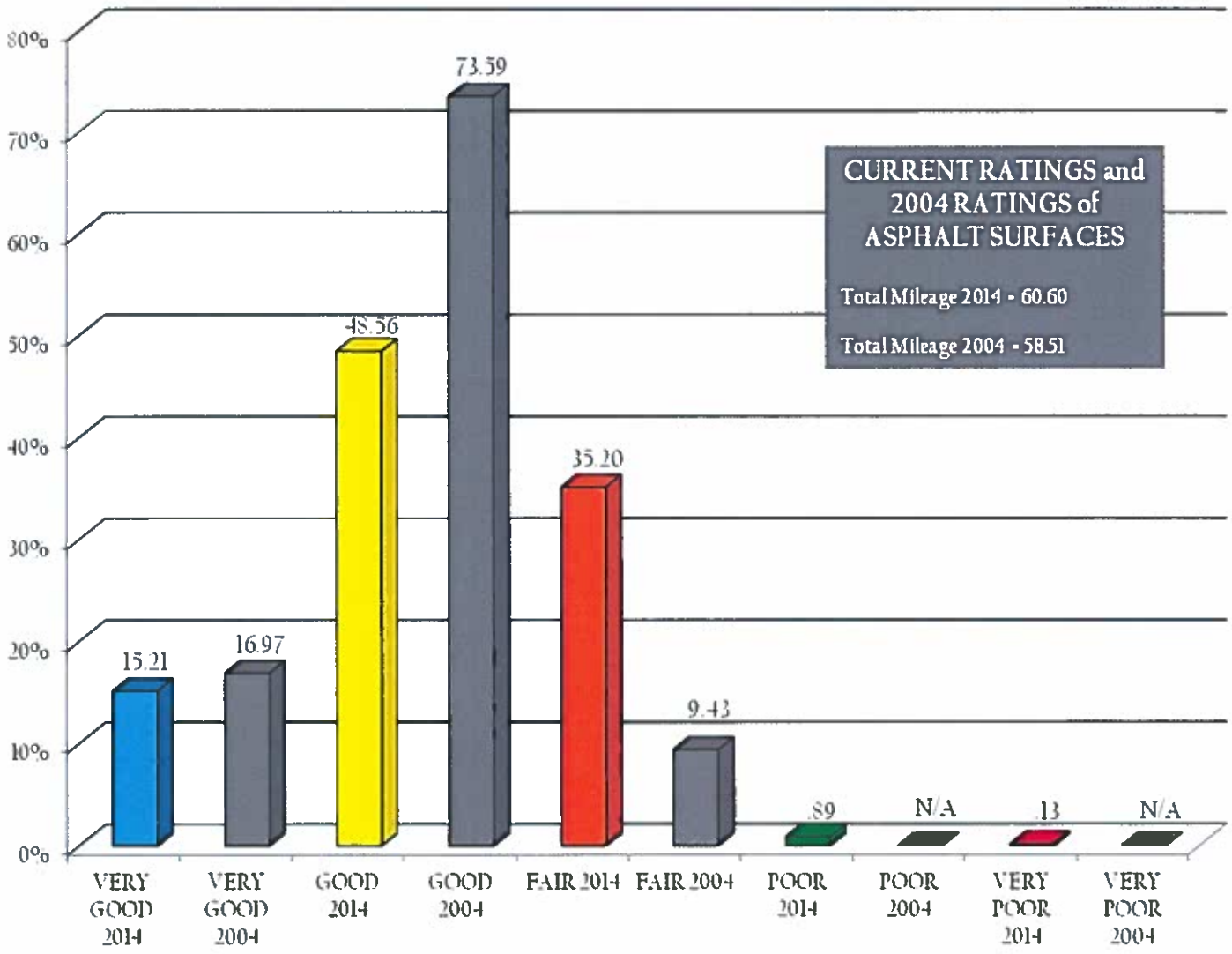
Quantities of New Asphalt 1952-2013



This chart illustrates how many feet of new asphalt (original construction or thin overlay) were applied in each calendar year for the last 62 years. The absence of a year or years indicates that new asphalt was not applied that year. The bar labeled 1957 has 15,545 feet (2.94 miles) of streets that were newly paved that year. Those streets represented in those 15,545 feet have not received any substantial asphalt treatment in over 55 years. The average life expectancy for an asphalt street is 20-25 years depending on the time of construction, type of base, etc.

NOTE: Chip seals and fog seals are not considered substantial asphalt surface treatments for the purpose of this illustration.

Comparison of Asphalt Street Condition Ratings 2014 vs. 2004



The street treatment budget in 2004 was $337,000. Treatment tasks accomplished that year included 50 days of crack fill application, asphalt thin overlay application of .91 miles and fog seal application to 4.45 miles of city streets. This year we are proposing to apply chip seal to approximately 76,170 square yards of asphalt surface to an estimated cost of $449,169.54. We are also proposing to apply fog seal to approximately 8,569 square yards of asphalt surface at an estimated cost of $2,570.70.

Program Background

In the fall of each year, usually around the first of October, a City of Baker City engineering technician drives along each paved city street and conducts an inspection.

During this inspection the following items are analyzed:

- The street's ride quality;
- Surface cracking;
- Trench settlement; and
- Drainage issues.

Additionally, any other items that affect the street's structural integrity are noted.

It is through this inspection that each street is rated. The rating assists in determining what maintenance techniques, if any, will be recommended for that street.

Each street is placed into a category by visually rating the defects found in each section of pavement. A street starts with a rating value of 100. The number of defects found, based on the visual inspection, are subtracted from 100 to arrive at the rating value for that section. Each category has a range of values. The rated street is placed in the appropriate category based upon the rating value. There are five categories, ranging from "Very Good" to "Very Poor", used to report the street section's condition.

ANNUAL PAVEMENT RATING FORM

ASPHALT PAVEMENT RATING FORM

DATE 10/8

STREET	ZONE	ROUTE	LENGTH
Sixth - Court to Washington	SE	234	288

Defects

Cracks

TYPE	RATING INSTRUCTIONS	RATING	COMMENTS
Transverse	Rate 0 - 10 (10= Major Crack at 25' Intervals)	2	
Longitudinal	Rate 0 - 5 (5= Joint Cracks Full Length of Block)	1	
Alligator	Rate 0 - 60 (60= 100% of Road Surface)	3	
Shrinkage	Rate 0 - 60 (60= 100% of Road Surface)	3	
Subtotal crack defects ratings (cannot exceed 60)			9

Other Defects

TYPE	RATING INSTRUCTIONS	RATING	COMMENTS
Trench Settlement or Bad Patching	Rate 0 - 10	1	
Pot Holes	Rate 0 - 5 (5 = Five per Block)	-	
Deficient Drainage	Rate 0 - 5	3	curb failure
Base Failure	Rate 0 - 5	-	
Other Defects	Rate 0 - 10 Corrugations ☐ Raveling ☐ Rutting ☒	2	Heaving
Subtotal other defects ratings (cannot exceed 40)			6

Overall Ride Quality

TYPE	INSTRUCTIONS	QUANTITY	RATING	COMMENTS
Transverse Crack	1 Noticeable/50'=15	1	2	
Patch or Settlement	1 Noticeable/100'=10	2	8	
Subtotal Ride Quality Ratings (Maximum 20)			10	
overall ride quality converted rating (use subtotal above)				2
total defects ratings (cracks-other-overall r.q.)				17

Suggested Maintenance

Overlay	DCH	Crackfill 1st Priority	Crackfill 2nd Priority	Asphalt Crackfill	Grind and Overlay	Fog Seal	Patching
		X					

Condition Rating

Possible Points	-	Defects	=	Rating	2012 Rating
100	-	17	=	83	85

Categories

Very Good	Good	Fair	Poor	Very Poor
100 - 98	97 - 89	88 - 70	69 - 45	44 - 0

Other Comments:

We eds

Ride Quality Conversion Chart

Ride Quality	Defect Rating
1 - 6	1
7 - 12	2
13 - 17	3
18 - 20	4

Definition of Pavement Condition Categories

Very Good

Definition: Stable, no more than an occasional crack, excellent ride qualities. These streets usually have been constructed or overlaid recently. Recommended treatments are fog seal or ¼"-#10 chip seal to prevent oxidation and possibly minor crack filling. Currently 15.21% of Baker City's asphalt streets are in this category.

Rating Range

98 - 100

Good

Definition: Stable, good ride qualities. Distress characteristics may include: grey or light-colored appearance (due to oxidation), some transverse and longitudinal cracking, and possibly isolated trench settlement. Recommended treatments are crack filling, fog seal, chip seal, and possibly thin overlay. Currently 48.56% of Baker City's asphalt streets are in this category. In 2012 50.22% of asphalt streets were in this category, and that percentage in 2011 was 53.01%.

Rating Range

89 - 97

Fair

Definition: Generally stable, though minor areas of structural weakness may be evident. Ride qualities are good to fair. Distress characteristics may include: transverse, longitudinal, and occasional alligator cracking; trench settlement; or drainage deficiencies. Recommended treatment is extensive patching and chip seal application or thin overlay. Streets within this category currently comprise 35.2% of the total paved street inventory.

Rating Range

70 - 88

Poor

Definition: Areas of instability with evidence of structural deficiency. Ride qualities range from fair to poor. Distress characteristics may include transverse, longitudinal, alligator, and shrinkage cracking. Trench settlement and drainage deficiencies will also be evident. If the street base is in such condition that rehabilitation is possible, an overlay is recommended; otherwise street reconstruction is necessary. The first two treatments would require extensive crack filling and patching. With the reconstruction of Resort Street, the percentage of streets within this category is down from last year - now at .89% compared to 1.65% in 2012.

Rating Range

45 - 69

Very Poor

Definition: Many areas of instability with obvious structural deficiencies. Ride qualities are very poor. Distress characteristics will mostly be alligator and shrinkage cracking with potholes, extensive trench settlement, and drainage deficiencies. Cost of continually maintaining the pavement in acceptable condition exceeds available maintenance funds. Although the recommended treatment is to perform emergency maintenance only, and to schedule reconstruction as soon as possible, with current funding constraints we now have to look at other factors such as traffic flow, and balance the need vs. utilizing funds to perform preventative maintenance work on an arterial or collector street. One public street is currently in this category, comprising of .13% of the total paved street system. This is the third year Clifford Street has been in this category.

Rating Range

0 - 45

Street Maintenance Procedures

Crack Fill

This work consists of filling existing narrow cracks with a hot liquid asphalt compound or emulsified asphalt sealer (CRF). This seals the crack and keeps moisture from penetrating the asphalt and street base. Wide cracks are filled with a ¼" mix of hot asphalt compacted into and overlapping the cracks, then sealant is applied to the surface to effectively fill the crack.

Thin Overlay

This work consists of placing a thin asphalt mat, generally one and one-half inches thick, on an existing asphalt street. An asphalt pre-level mat may be applied prior to the top mat with a motor grader or paving machine. Patching, crack filling, and other rehabilitation work are completed in preparation for this procedure. A fog seal or ¼"-#10 chip seal is applied within two years of the overlay work in order to seal the new asphalt. "Fair" or "Good" category streets with solid bases are generally targeted for thin overlays.

1/4"-10" Single Chip Seal

This work consists of an application of emulsified asphalt and a single layer of graded aggregate. Aggregate is usually ¼"-#10. Patching and crack filling are not generally necessary for this work. Streets in the "Very Good" and "Good" categories are targeted for this treatment.

3/8"-1/4" Single Chip Seal

This work consists of an application of emulsified asphalt and a single layer of graded aggregate. Aggregate is usually ⅜"-¼" in size. Patching and crack filling are done in preparation for this work. Streets in the "Fair" and "Good" categories are traditionally single chip sealed using this procedure.

Double Chip Seal

This work is similar to the single chip seal. Usually a ⅜"-¼" chip aggregate is applied, loose rock swept up, then a ¼"-#10 chip aggregate is applied over the ⅜"-¼" layer. Extensive patching is completed prior to any chip seal application. This procedure is generally used on streets in the "Fair" to "Good" categories.

Fog Seal

This work consists of an emulsified asphalt coating applied to the existing asphalt surface. The coating seals and rejuvenates the existing asphalt. This process is a preventative maintenance procedure which extends the operational life of the street. "Good" and "Very Good" streets are fog sealed, as well as any newly constructed or overlaid streets. Products used in the past have included CRF with a sand blotter, and GSB-88.

Street Condition "Very Good"

Resort Street (Auburn Ave. - Washington St.)

"Very Good" - Rated 100 *Constructed in 2013*

Reconstructed in 2013, Resort Street is making its debut in this category! Resort Street is classified as a collector street in the Transportation System Plan, as it receives a high volume of vehicle traffic in the downtown area.

Resort Street was originally constructed in 1953. Prior to 2013, it shared its place of being the widest street in Baker City (60' wide) with Main Street (Campbell St. to B St.). It is now 52' wide.

Previous Ratings:

2010: 57 2011: 57 2012: 56

Fifth Street (Grace St. - Carter St.)

"Very Good" - Rated 99 *Constructed in 1982*

Having recently received a chip seal facelift, Fifth Street's ratings recently skyrocketed from "82" in 2012 to "99" this year. Previously it held its rating in the "Fair" category for five years.

This is one route available to those dropping off students at South Baker Elementary, although it generally serves the surrounding residences.

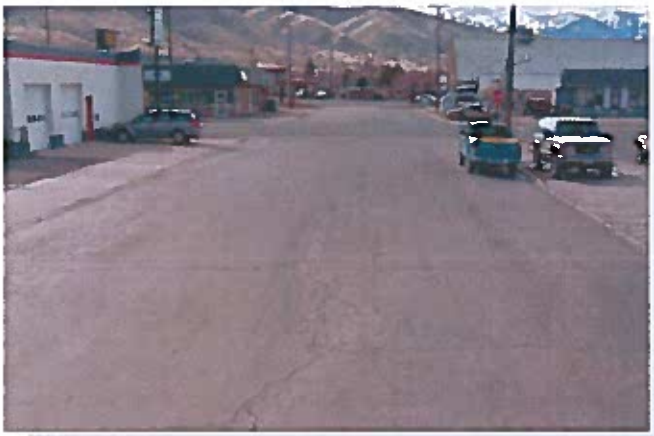
Previous Ratings:

2010: 83 2011: 84 2012: 82

Street Condition "Good"

Church Street (9th St. - 4th St.)

"Good" - Rated 96 *Constructed in 1970*



This section of Church Street received a chip seal application in 2012, which significantly boosted its previous rating of "86" to "98" in 2012.

As is to be expected, as time goes on and the street continues to be utilized, we will once again begin seeing the standard surface wear. The majority of traffic found on this portion of Church Street is produced from vehicles accessing the surrounding commercial area.

Previous Ratings:

2010: 86 2011: 86 2012: 98

8th Drive (H St. - N. side K St.)

"Good" - Rated 89 *Constructed in 1957*

8th Drive is targeted to be chip sealed this year. Constructed in 1957, 8th Drive has previously received two fog seal treatments in 1998 & 1994, a thin overlay in 1995, chip sealed in 1988 and double chip sealed in 1982.

This is a local residential street, with the majority of its usage stemming from the surrounding homes.

Previous Ratings:

2010: 94 2011: 92 2012: 90

Street Condition "Fair"

Oak Street (Campbell St. - Cedar St.)

"Fair" - Rated 83 *Constructed in 1985*

Although Oak Street is a local street, it connects Cedar and Campbell Streets and is frequently used by drivers when traveling to or from the adjacent commercial area.

This section of Oak Street has only been in the "Fair" category for the last 2 years. It received a fog seal surface treatment in 2003 and is scheduled to be chip sealed this year.

Previous Ratings:

2010: 89 2011: 82 2012: 82

Balm Street (Auburn Ave. - Washington St.)

"Fair" - Rated 86 *Constructed in 1973*

This is Balm Street's first appearance in the "Fair" category. Its rating has held steady in the "Good" category (rating range 89-97) since 1999. Balm Street serves the surrounding residential neighborhoods.

Some of its previous surface treatments have included fog sealing in 1996 and 2004. It was also chip sealed in 1992.

Previous Ratings:

2010: 89 2011: 90 2012: 91

Street Condition "Poor" & "Very Poor"

B Street (10th St. - 9th St.)

"Poor" - Rated 69 *Constructed in 1969*

Because of its proximity to 10th Street (State Highway 30), this section of B Street provides both access to the surrounding residential and commercial areas. It may also receive slightly higher volumes of traffic due to its proximity to North Baker Elementary School.

This section of B Street has been in the "Poor" category for the last 2 years.

Previous Ratings:

2010: 73 2011: 70 2012: 68

Clifford Street (Washington St. - South)

"Very Poor" - Rated 40 *Constructed in 1975*

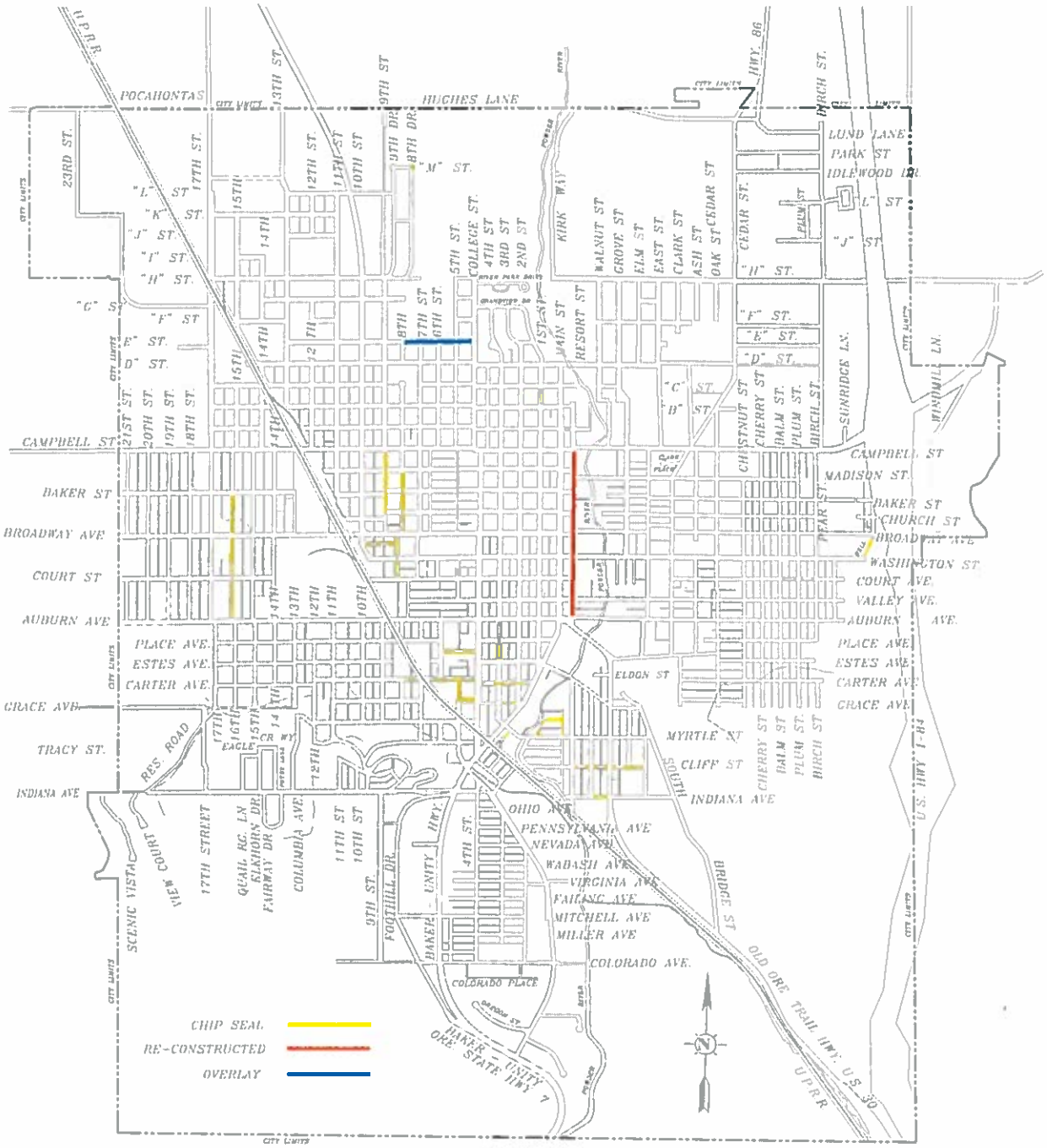
Clifford Street provides local access to 13 residences and terminates at a cul-de-sac approximately 402 feet south of Washington Avenue.

This is Clifford Street's third consecutive year of being in the "Very Poor" category. Previous maintenance includes fog sealing in 1991 & 1996, crack filling in 1990 and chip seal in 1986.

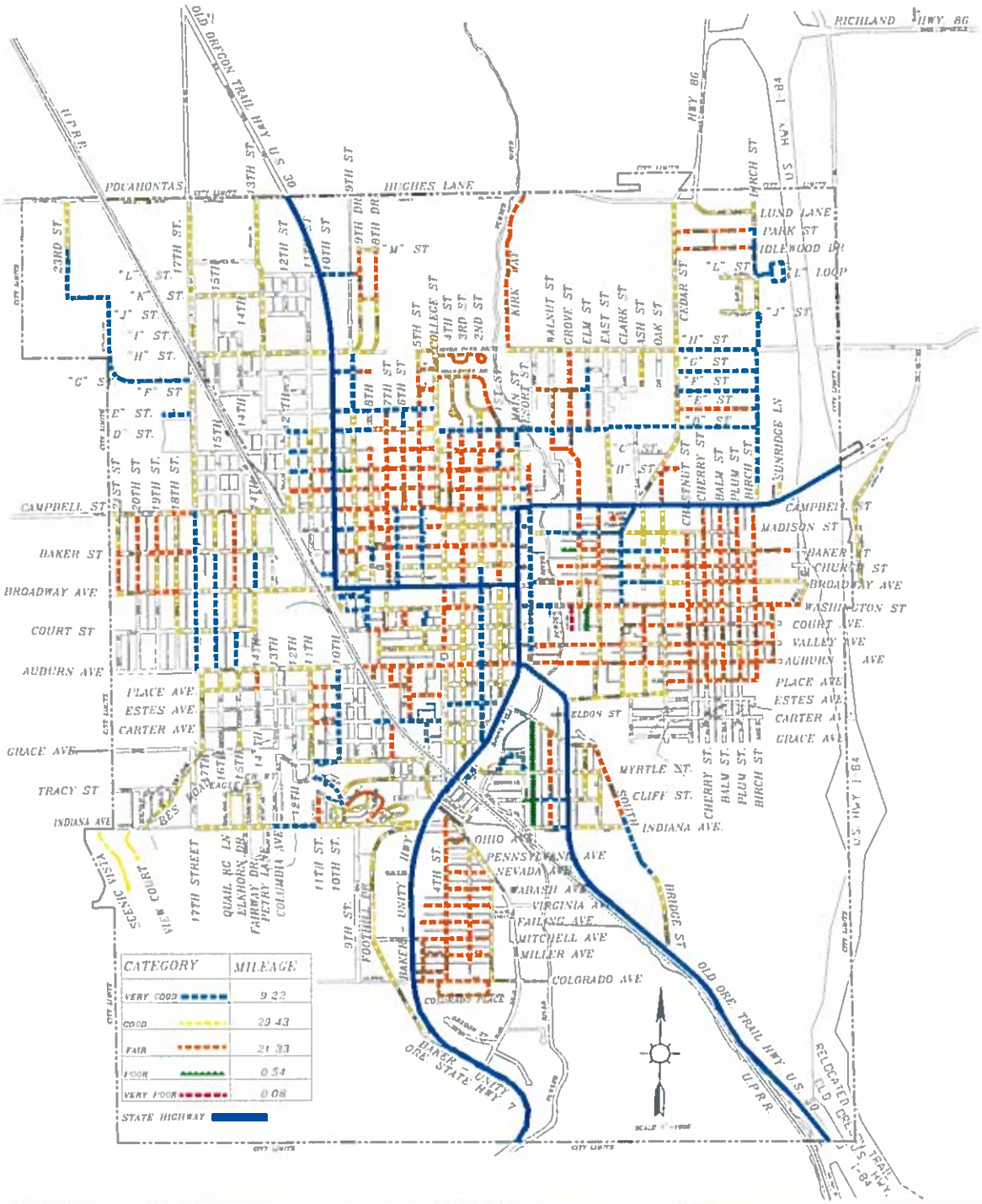
Ratings:

2010: 47 2011: 43 2012: 42

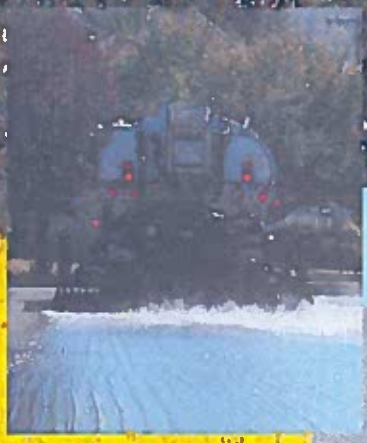
2013 Streets Treated



2013 Street Condition Ratings



2013 Chip Seal



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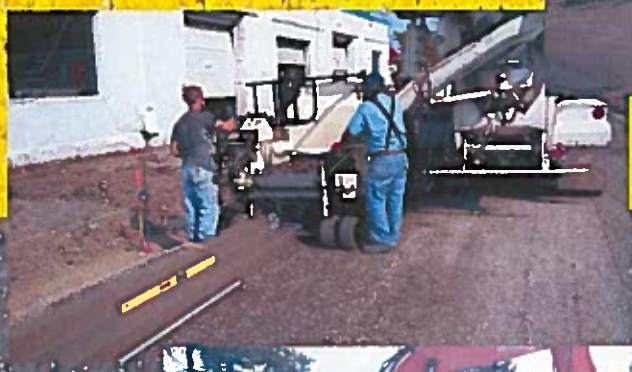
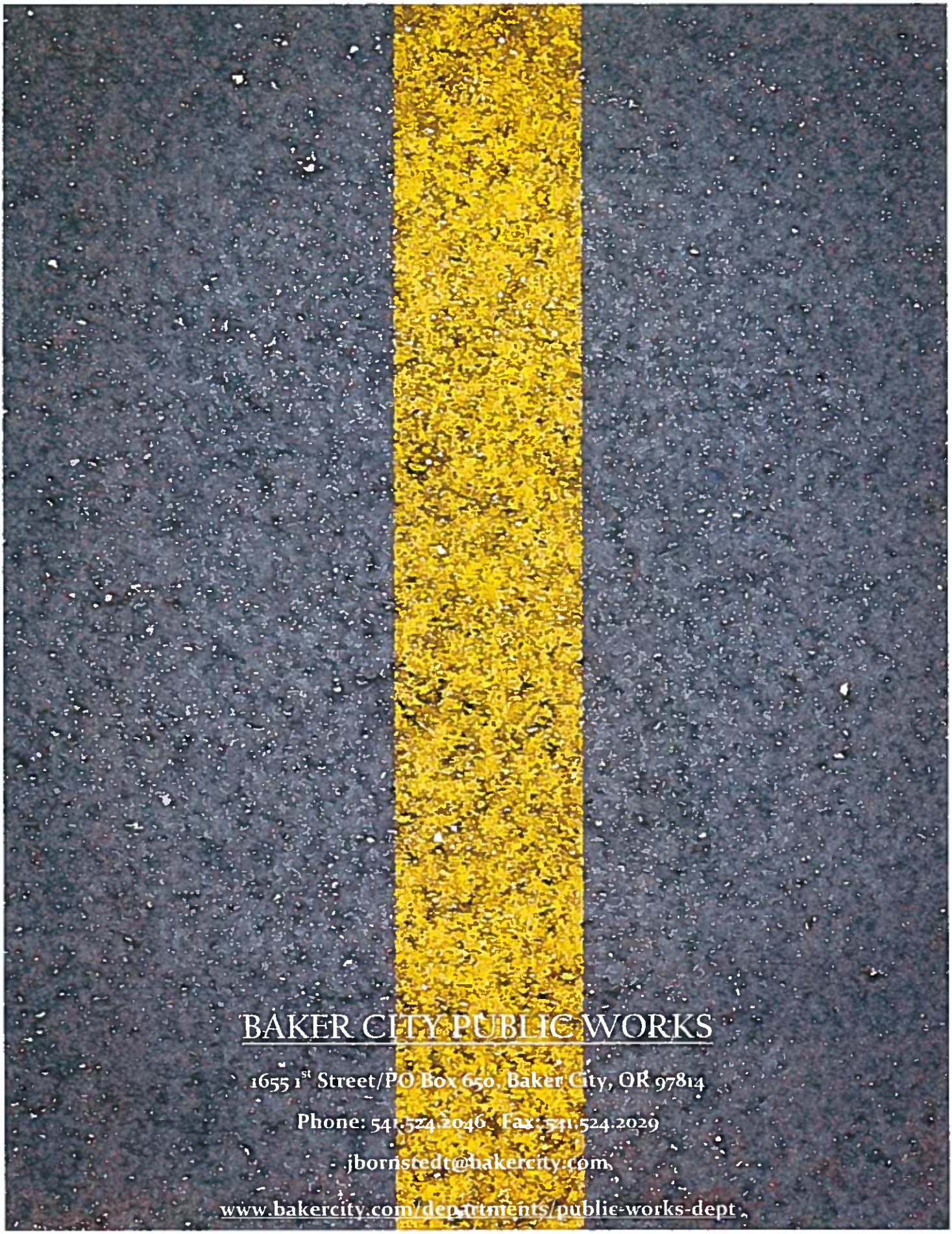
Resort Street Reconstruction



2014 PAVEMENT MANAGEMENT PLAN



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