

**BIRMINGHAM CITY COMMISSION
SPECIAL MEETING AGENDA
WORKSHOP
MONDAY, SEPTEMBER 13, 2021
6:00 P.M.**

WORKSHOP SESSION

This will be considered a workshop session of the City Commission. No formal actions will be taken. The purpose of this workshop is to participate in a discussion regarding Staff Recommendations for Moving Forward with Unimproved Roads Program.

I. CALL TO ORDER

Pierre Boutros, Mayor

II. ROLL CALL

Alexandria Bingham, City Clerk

III. PRESENTATION & DISCUSSION

A. Introduction – Tom Markus, City Manager

B. Staff Recommendations for Moving Forward

a. Project Initiation Process

- i. The AHUSC recommends changing the initiation process so that project initiation begins with the City and not the homeowners. [AHUSC Final Report pages 3 & 15]
- ii. Staff concurs with this recommendation with further clarification:
 1. “Expression of interest” process for City-initiated projects
 2. City-initiated projects based on Infrastructure Rating System
 3. Current petition process will remain available for homeowners interested in pursuing a project prior to the City’s initiation

b. Selection of Road Surface and Design Alternatives

- i. The AHUSC recommends using concrete for new improved streets and allowing for the consideration of asphalt as an alternative road surface material at the determination of the City Engineer when reviewing such factors as long-term costs, maintenance requirements, limited use areas such as courts and dead end streets that experience considerable less traffic counts. [AHUSC Final Report pages 3, 22 & 66]
- ii. Staff generally concurs with this recommendation with further clarification:
 1. Alternate asphalt pavement section with equivalent service life expectancy and initial construction cost

c. Funding Sources

- i. The AHUSC recommends the “pay-as-you-go” approach using General Fund transfers to fund just the road component of the improvement with bonds providing the funding for the water and sewer improvements. [AHUSC Final Report pages 4 & 48]

- ii. Staff agrees with this recommendation, and the current method of billing 85% of road costs to the adjacent homeowners and the remaining 15% paid by the City.

d. Billing Procedure for Road Improvement Costs

- i. The AHUSC recommends that the billing remain unchanged. [AHUSC Final Report page 17]
- ii. Staff agrees with this recommendation; current method has 85% paid by homeowners, and 15% by the City.

e. Unimproved Street Cape-Seal Program

- i. The AHUSC recommends that street improvements be charged to residents in the same percentages as the City currently uses. Streets that require a substantially increased cross-section or pavement width shall be reviewed by the both the Engineering and Finance Departments of the City to determine the excess costs resulting from those changes, and that excess amount shall not be included in the sum used to determine the resident's payment for the special assessment. [AHUSC Final Report page 26]
- ii. Staff concurs with this recommendation with further clarification:
 - 1. Annual cape-seal program based on 7-10 year service life expectancy

f. Prioritizing Street Improvement Projects

- i. The AHUSC recommends that the City Engineering Department will prioritize projects based on an infrastructure rating system. The City will begin initiating road conversion projects based on this ranking system and incorporate them into the five-year capital plan. [AHUSC Final Report page 30 & 48]
- ii. Staff concurs with this recommendation with further clarification:
 - 1. Infrastructure rating system for unimproved streets consistent with approach taken for improved street system

C. City Commission Questions, Discussion and Comment

D. Attachments

- Map of Block Ratings for Water Distribution System (Unimproved Streets only)
- Map of Block Ratings for Sewer System (Unimproved Streets only)
- Map of 2021 Road Condition (PASER) Ratings – Unimproved Roads
- Michigan Sealcoat Rating Guide (by Michigan Transportation Asset Management Council)
- Infrastructure Ratings for Unimproved Street Network (sorted by total Block rating)
- Staff Report for Unimproved Streets Policy Modifications (as presented to City Commission on 4/26/2021 – plus excerpt of meeting minutes from 4/26 meeting)

IV. PUBLIC COMMENT

V. ADJOURN

This meeting is open to the public and the public is welcome to attend.

Should you wish to participate in this meeting, you are invited to attend the meeting in person or virtually through ZOOM: <https://zoom.us/j/655079760> Meeting ID: 655 079 760

You may also present your written statement to the City Commission, City of Birmingham, 151 Martin Street, P.O. Box 3001, Birmingham, Michigan 48012-3001 prior to the hearing.

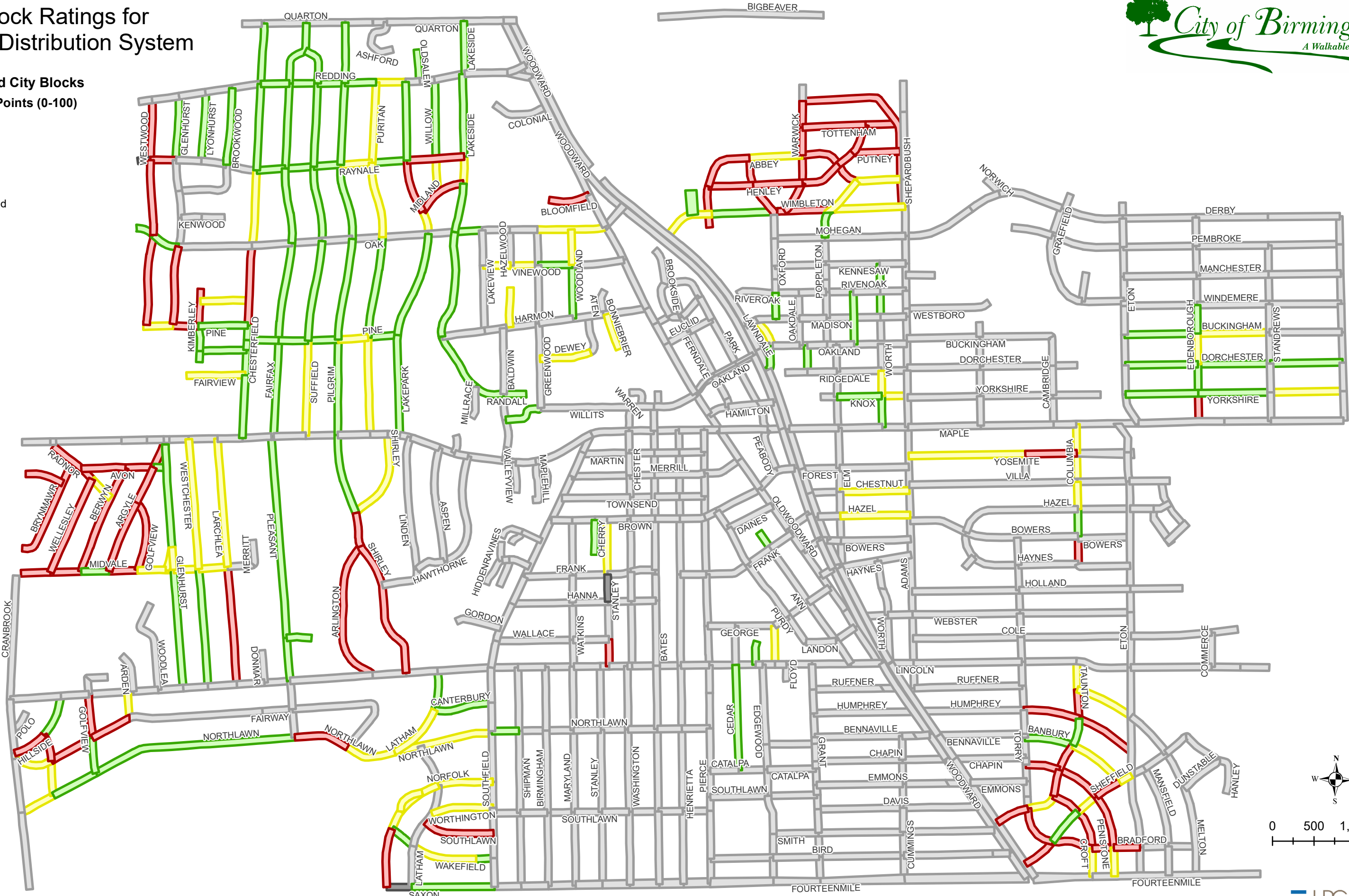
NOTICE: Individuals requiring accommodations, such as mobility, visual, hearing, interpreter or other assistance, for effective participation in this meeting should contact the City Clerk's Office at (248) 530-1880 (voice), or (248) 644-5115 (TDD) at least one day in advance to request mobility, visual, hearing or other assistance.

Las personas que requieren alojamiento, tales como servicios de interpretación, la participación efectiva en esta reunión deben ponerse en contacto con la Oficina del Secretario Municipal al [\(248\) 530-1880](tel:2485301880) por lo menos el día antes de la reunión pública. (Title VI of the Civil Rights Act of 1964).

PRELIMINARY
Block Ratings for
Water Distribution System

Unimproved City Blocks
2021 Water Points (0-100)

- > 75
- 50 - 75
- < 50
- None
- Improved

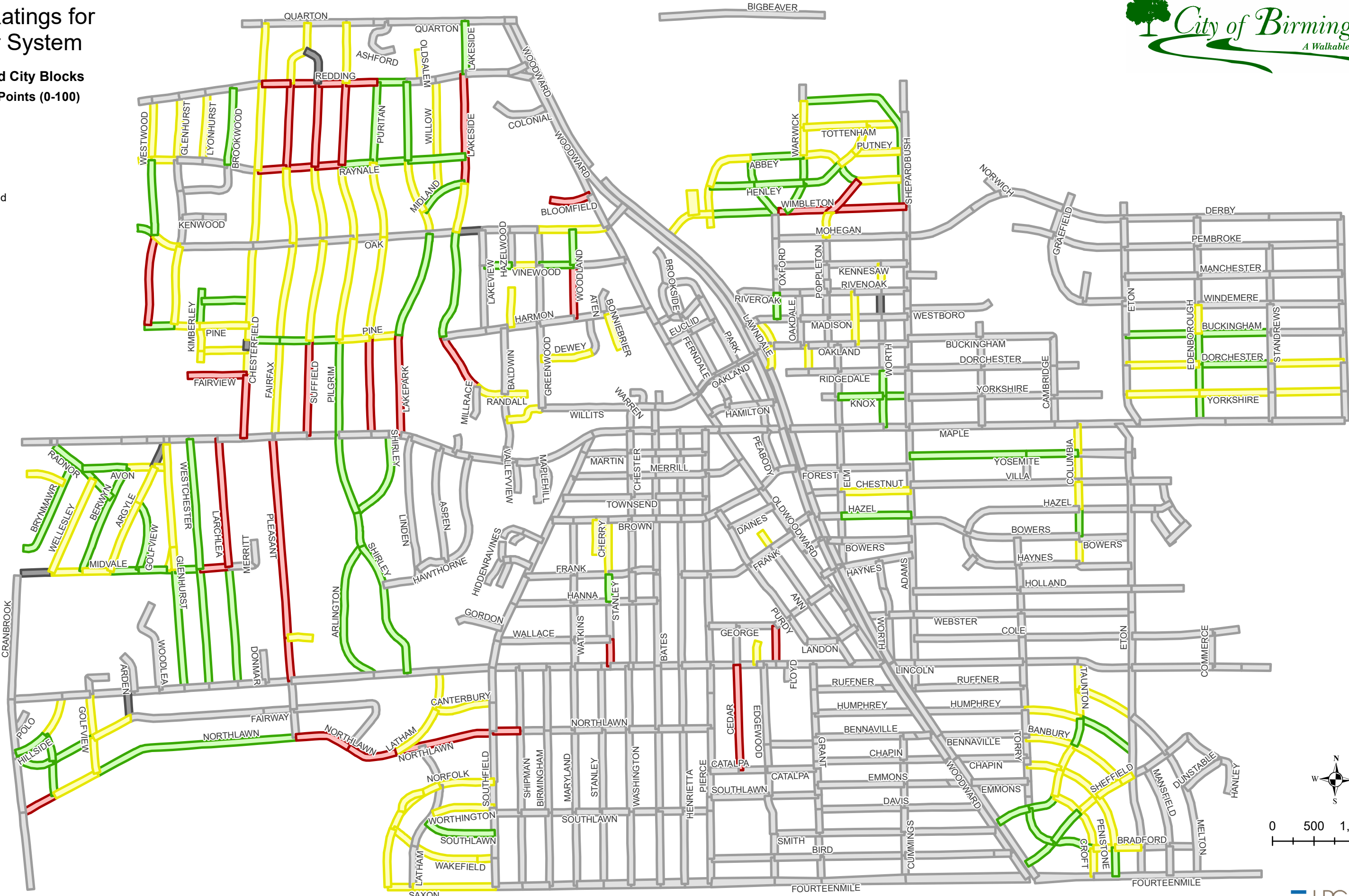


0 500 1,000 Feet

PRELIMINARY
Block Ratings for
Sewer System

Unimproved City Blocks
2019 Sewer Points (0-100)

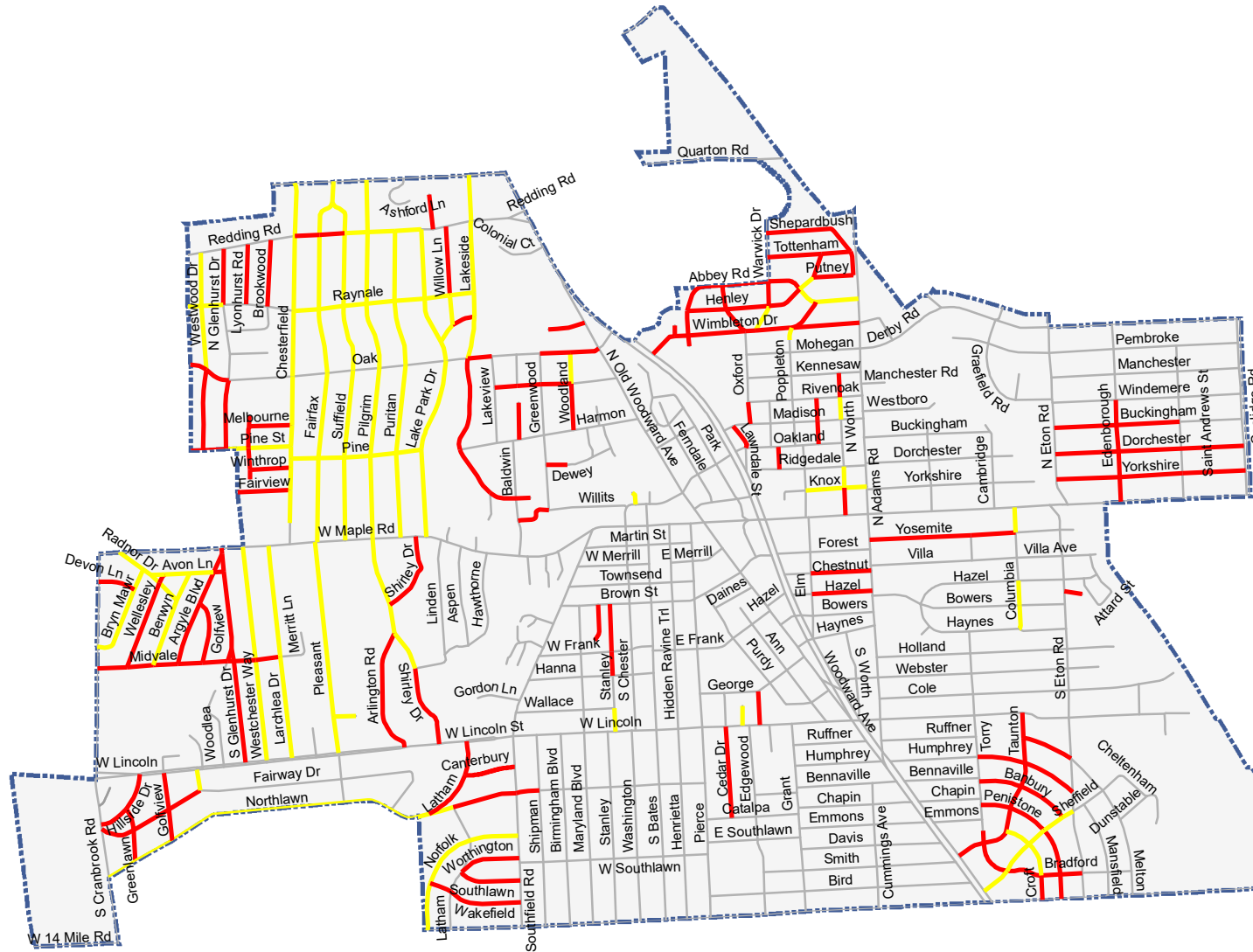
- > 80
- 65 - 80
- < 65
- None
- Improved



0 500 1,000 Feet

City of Birmingham

2021 PASER Rating - Unimproved Roads



Legend

City of Birmingham

All Other Roads

2021 PASER Rating - Unimproved

Poor: 1 - 4

Fair: 5 - 7

Good: 8 - 10

0 0.2 0.4 0.8 1.2 Miles

HRC
HUBBELL, ROTH & CLARK, INC
CONSULTING ENGINEERS SINCE 1915

Date: 9/8/2021

Michigan Sealcoat Rating Guide

	Rating	Condition/Defects	Remedy/Action	Typical Age (years)
GOOD	10	New construction	None	< 1 year
	9	Like new	None	1 to 3
	8	First signs of distress Edge distress limited	Routine maintenance Minor edge seal	3 to 5
FAIR	7	Minor distress Edge distress <5%, Lane distress <5%, OR Raveling <5%	Minor asphalt or spray-injection patching Possible single-application sealcoat	4 to 6
	6	Moderate distress Edge distress <10%, Lane distress <10%, OR Raveling <10%	Moderate asphalt or spray-injection patching Single-application sealcoat	5 to 7
	5	Distressed Edge distress <20%, Lane distress <20%, OR Raveling <20%	Moderate asphalt or spray-injection patching Single-application sealcoat With up to 50% double-application sealcoat	6 to 8
POOR	4	Edge distress <30%, Lane distress <30%, OR Rutting of ½" to 1"	Asphalt or spray-injection patching and double-application sealcoat	7 to 9
	3	Edge distress <50%, Lane distress <50%, OR Rutting of 1" to 2"	Wedge and/or asphalt or spray-injection patching and double- or triple-application sealcoat Possible crush-and-shape first	8 to 10
	2	Edge distress >50%, Lane distress >50%, OR Rutting greater than 2"	Reconstruct by crush-and-shape prior to new sealcoat surface, possible return to gravel	>9
	1	Extensive distress , visible base >50% of surface area	Reconstruction by crush-and-shape prior to new sealcoat surface, or return to gravel	>10

NOTE: To be used for Michigan TAMC data collection on sealcoat pavements instead of *PASER Sealcoat Manual*



CITY OF BIRMINGHAM
INFRASTRUCTURE RATINGS FOR UNIMPROVED STREETS

Street (GIS Block Name)	Begin	End	Status	2021 Water Points (0-100)	2019 Sewer Points (0-100)	Road Points (0-100)	Total Block Rating (0-300)
BLOOMFIELD	OLDWOODWARD		Unimproved	100	89	70	262
WIMBLETON	OXFORD	POPPLETON	Unimproved	94	91	70	258
OXFORD	ABBEY	WIMBLETON	Unimproved	100	77	70	250
SHEPARD BUSH	WARWICK		Unimproved	100	77	70	250
TORRY	TAUNTON	SHEFFIELD	Unimproved	94	72	80	248
HENLEY	ABBEY	OXFORD	Unimproved	100	73	70	246
HENLEY	WARWICK	OXFORD	Unimproved	100	73	70	246
TAUNTON	WOODWARD	TORRY	Unimproved	100	71	70	244
BRADFORD	SHEFFIELD	TORRY	Unimproved	94	72	70	239
WARWICK	ABBEY	HENLEY	Unimproved	100	75	60	239
ABBEY	HENLEY		Unimproved	100	64	70	237
ABBEY	HENLEY	OXFORD	Unimproved	100	64	70	237
LARCHLEA	LINCOLN	MIDVALE	Unimproved	100	80	50	235
TOTTENHAM	HENLEY		Unimproved	100	59	70	232
WARWICK	HENLEY WIMBLETON		Unimproved	100	77	50	232
HENLEY	TOTTENHAM	PUTNEY	Unimproved	100	58	70	231
TOTTENHAM	HENLEY	WARWICK	Unimproved	100	58	70	231
HUMPHREY	ETON	TAUNTON	Unimproved	76	72	80	230
WESTWOOD	RAYNALE	OAK	Unimproved	100	75	50	230
STANLEY	WALLACE	LINCOLN	Unimproved	87	86	50	228
FAIRWAY	GREENLAWN	GOLFVIEW	Unimproved	83	79	60	226
GREENLAWN	HILLSIDE	FAIRWAY	Unimproved	83	79	60	226
WESTWOOD	OAK	PINE	Unimproved	76	86	60	226
FLOYD	GEORGE	LINCOLN	Unimproved	74	86	60	224
SOUTHLAWN	LATHAM	SOUTHFIELD	Unimproved	76	74	70	223
NORFOLK			Unimproved	73	48	100	221
WIMBLETON	POPPLETON	ADAMS	Unimproved	59	89	70	221
YOSEMITE	YANKEE	COLUMBIA	Unimproved	83	74	60	221
ARLINGTON	SHIRLEY	LINCOLN	Unimproved	81	75	60	220
HENLEY	ABBEY	WARWICK	Unimproved	76	71	70	220
HUMPHREY	TORRY	TAUNTON	Unimproved	76	62	80	220
SHEFFIELD	TORRY	BRADFORD	Unimproved	94	79	40	219
TAUNTON	CROFT	TORRY	Unimproved	66	71	80	219
PENISTONE	FOURTEENMILE	BRADFORD	Unimproved	66	70	80	218
EDENBOROUGH	MAPLE	YORKSHIRE	Unimproved	81	73	60	218
KIMBERLEY	PINE		Unimproved	76	77	60	217
PENISTONE	SHEFFIELD	TAUNTON	Unimproved	76	59	80	217
PENISTONE	SHEFFIELD	BRADFORD	Unimproved	76	59	80	217
RAYNALE	GLENHURST	WESTWOOD	Unimproved	100	62	50	217
FAIRVIEW	CHESTERFIELD		Unimproved	53	88	70	214
HAZEL	ADAMS	ELM	Unimproved	73	68	70	214
FAIRWAY	ARDEN	GOLFVIEW	Unimproved	76	64	70	213
HILLSIDE	CRANBROOK	GREENLAWN	Unimproved	83	65	60	212
YOSEMITE	ADAMS	YANKEE	Unimproved	59	80	70	212
ABBEY	POPPLETON	HENLEY	Unimproved	76	80	50	211
WESTWOOD	REDDING	RAYNALE	Unimproved	100	56	50	211
POPPLETON	ABBEY	WIMBLETON	Unimproved	59	87	60	210
MELBOURNE			Unimproved	68	77	60	209
SHIRLEY	ARLINGTON	LINCOLN	Unimproved	79	75	50	209
GOLFVIEW	ARGYLE	MIDVALE	Unimproved	76	68	60	208
MELTON	TAUNTON	ETON	Unimproved	66	60	80	208
MIDVALE	GOLFVIEW	ARGYLE	Unimproved	76	68	60	208
ABBEY	WARWICK	OXFORD	Unimproved	59	75	70	207
MIDVALE	LARCHLEA	WESTCHESTER	Unimproved	56	87	60	207
SHIRLEY	MAPLE	ARLINGTON	Unimproved	71	72	60	207
TAUNTON	CROFT	PENISTONE	Unimproved	94	40	70	207
ARLINGTON	SHIRLEY		Unimproved	76	75	50	206
BRADFORD	PENISTONE	CROFT	Unimproved	76	56	70	205
BRADFORD	ETON	PENISTONE	Unimproved	76	56	70	205
FAIRWAY	CRANBROOK	GREENLAWN	Unimproved	53	79	70	205
VINEWOOD	HAZELWOOD	LAKEVIEW	Unimproved	73	66	60	203
PINE	WESTWOOD	GLENHURST	Unimproved	68	71	60	203
BONNIEBRIER	Harmon	Dead end	Unimproved	66	63	70	202
NORTHLAWN	PLEASANT	FAIRWAY	Unimproved	76	89	30	202
PUTNEY	HENLEY		Unimproved	100	29	70	202
ABBEY	WARWICK	HENLEY	Unimproved	76	60	60	200
GLENHURST	OAK		Unimproved	76	51	70	200
LAKESIDE	HARMON	RANDALL	Unimproved	34	93	70	200
MIDVALE	GLENHURST		Unimproved	66	70	60	200
MIDVALE	GLENHURST	GOLFVIEW	Unimproved	66	70	60	200

CITY OF BIRMINGHAM
INFRASTRUCTURE RATINGS FOR UNIMPROVED STREETS

MIDVALE	WESTCHESTER	GLENHURST	Unimproved	66	70	60	200
PENISTONE	TORRY	TAUNTON	Unimproved	76	51	70	200
KNOX	ADAMS	WORTH	Unimproved	64	80	50	199
WIMBLETON	ABBEY	WOODWARD	Unimproved	53	64	80	199
LAKESED	RAYNALE	MIDLAND	Unimproved	61	82	50	198
LARCHLEA	MAPLE	MIDVALE	Unimproved	56	87	50	198
WIMBLETON	ABBEY	OXFORD	Unimproved	48	77	70	198
GREENLAWN	NORTHLAWN	FAIRWAY	Unimproved	53	79	60	196
MIDLAND	LAKESED	LAKEPARK	Unimproved	79	71	40	196
PLEASANT	MAPLE		Unimproved	49	92	50	196
REDDING	FAIRFAX	CHESTERFIELD	Unimproved	46	86	60	196
AVON	BERWYN		Unimproved	76	73	40	195
BRYNMAWR			Unimproved	76	73	40	195
RADNOR	WELLESLEY		Unimproved	76	73	40	195
SUFFIELD	MAPLE	PINE	Unimproved	54	86	50	195
WAKEFIELD	LATHAM	ALLEY	Unimproved	66	56	70	195
BUCKINGHAM	STANDREWS	EDENBOROUGH	Unimproved	56	74	60	194
RAYNALE	LAKESED	LAKEPARK	Unimproved	79	69	40	194
CHESTNUT	ADAMS	ELM	Unimproved	59	61	70	193
GLENHURST	MIDVALE		Unimproved	66	63	60	193
GLENHURST	MIDVALE		Unimproved	66	63	60	193
NORTHLAWN	GREENLAWN	CRANBROOK	Unimproved	53	94	40	193
CROFT	TAUNTON	SHEFFIELD	Unimproved	94	61	30	192
EDENBOROUGH	BUCKINGHAM	DORCHESTER	Unimproved	56	72	60	192
WELLESLEY	RADNOR	MIDVALE	Unimproved	76	52	60	192
HENLEY	PUTNEY	ABBEY	Unimproved	100	36	50	191
NORTHLAWN	FAIRWAY	LATHAM	Unimproved	59	95	30	191
PURITAN	MAPLE	PINE	Unimproved	54	91	40	191
TAUNTON	MELTON	HUMPHREY	Unimproved	76	42	70	191
BERWYN	AVON	MIDVALE	Unimproved	76	68	40	190
TAUNTON	PENISTONE	BANBURY	Unimproved	76	50	60	190
COLUMBIA	BOWERS	HAYNES	Unimproved	76	58	50	189
REDDING	SUFFIELD	FAIRFAX	Unimproved	38	86	60	188
DEVON			Unimproved	76	47	60	187
NORTHLAWN	SOUTHFIELD	LATHAM	Unimproved	66	84	30	187
LAKESED	HARMON	OAK	Unimproved	34	79	70	186
REDDING	PURITAN	PILGRIM	Unimproved	49	82	50	186
OAK	WESTWOOD		Unimproved	46	75	60	185
RADNOR	WELLESLEY		Unimproved	71	68	40	185
AVON	BERWYN	ARGYLE	Unimproved	76	62	40	184
ABBEY	POPPLTON		Unimproved	66	62	50	183
ARGYLE	GOLFVIEW	AVON	Unimproved	76	43	60	183
ARGYLE	GOLFVIEW	MIDVALE	Unimproved	76	43	60	183
BUCKINGHAM	ETON	EDENBOROUGH	Unimproved	38	72	70	183
CHESTERFIELD	MAPLE	FAIRVIEW	Unimproved	49	88	40	183
CROFT	FOURTEENMILE	BRADFORD	Unimproved	53	48	80	183
LATHAM	CANTERBURY	NORTHLAWN	Unimproved	59	60	60	183
MIDVALE	BERWYN	WELLESLEY	Unimproved	76	43	60	183
TAUNTON	HUMPHREY	BANBURY	Unimproved	38	72	70	183
WORTHINGTON	SOUTHFIELD	LATHAM	Unimproved	59	51	70	183
BANBURY	TORRY	TAUNTON	Unimproved	46	45	90	182
TAUNTON	LINCOLN	MELTON	Unimproved	66	43	70	182
YORKSHIRE	STANDREWS		Unimproved	56	62	60	182
OAK	HAZELWOOD	OLDWOODWARD	Unimproved	53	64	60	181
BANBURY	SHEFFIELD	TAUNTON	Unimproved	56	42	80	180
GLENHURST	LINCOLN	MIDVALE	Unimproved	46	70	60	180
LAKEPARK	PINE	MAPLE	Unimproved	43	91	40	180
SHEFFIELD	CROFT	PENISTONE	Unimproved	73	61	40	180
FAIRFAX	REDDING	RAYNALE	Unimproved	38	86	50	179
WESTCHESTER	MAPLE	MIDVALE	Unimproved	56	77	40	179
WOODLAND	OAK	VINEWOOD	Unimproved	53	71	50	179
BROOKWOOD	REDDING	RAYNALE	Unimproved	38	67	70	178
EDENBOROUGH	YORKSHIRE	DORCHESTER	Unimproved	46	68	60	178
NORFOLK	WAKEFIELD	SAXON	Unimproved	76	56	40	178
DEWEY			Unimproved	66	47	60	177
LYONHURST	REDDING	RAYNALE	Unimproved	46	58	70	177
PILGRIM	REDDING	RAYNALE	Unimproved	49	82	40	177
REDDING	LAKEPARK	PURITAN	Unimproved	59	72	40	177
VINEWOOD	HAZELWOOD	GREENWOOD	Unimproved	53	60	60	177
COLUMBIA	VILLA	YOSEMITE	Unimproved	56	56	60	176
RAYNALE	PURITAN	PILGRIM	Unimproved	56	74	40	176
WORTH	MAPLE	KNOX	Unimproved	23	80	70	176
WILLOW	MIDLAND	RAYNALE	Unimproved	61	60	50	176

CITY OF BIRMINGHAM
INFRASTRUCTURE RATINGS FOR UNIMPROVED STREETS

WAKEFIELD	ALLEY	SOUTHFIELD	Unimproved	49	54	70	176
GLENHURST	REDDING	RAYNALE	Unimproved	40	62	70	175
LAKESIDE	REDDING	RAYNALE	Unimproved	40	89	40	175
PLEASANT	LINCOLN		Unimproved	38	82	50	175
REDDING	PILGRIM	SUFFIELD	Unimproved	38	82	50	175
CANTERBURY	SOUTHFIELD	LATHAM	Unimproved	49	52	70	174
CROFT	SHEFFIELD	BRADFORD	Unimproved	76	61	30	174
KNOX	POPPLETON	WORTH	Unimproved	39	80	50	174
PURITAN	REDDING	RAYNALE	Unimproved	56	72	40	174
STANLEY	BROWN	FRANK	Unimproved	53	48	70	174
KIMBERLEY	WINTHROP	PINE	Unimproved	49	60	60	173
LATHAM	LINCOLN	CANTERBURY	Unimproved	49	60	60	173
VINEWOOD	WOODLAND	GREENWOOD	Unimproved	38	71	60	173
WOODLAND	HARMON	VINEWOOD	Unimproved	13	96	60	173
OAK	WESTWOOD	GLENHURST	Unimproved	49	59	60	172
RAYNALE	SUFFIELD	FAIRFAX	Unimproved	38	86	40	170
RAYNALE	PILGRIM	SUFFIELD	Unimproved	38	86	40	170
WAKEFIELD	NORFOLK	LATHAM	Unimproved	40	56	70	169
BALDWIN	HARMON		Unimproved	68	27	70	168
LAKESIDE	QUARTON	REDDING	Unimproved	38	75	50	168
OLDSALEM			Unimproved	49	46	70	168
ARLINGTON	SHIRLEY	MAPLE	Unimproved	40	72	50	167
COLUMBIA	HAZEL	VILLA	Unimproved	56	56	50	167
GLENHURST			Unimproved	40	63	60	167
GOLFVIEW	FAIRWAY	LINCOLN	Unimproved	76	27	60	167
NORFOLK			Unimproved	73	48	40	167
WORTH	RIDGEDALE	KNOX	Unimproved	64	66	30	167
GOLFVIEW	NORTHLAWN	FAIRWAY	Unimproved	38	64	60	166
RAYNALE	FAIRFAX	CHESTERFIELD	Unimproved	38	82	40	166
LINCOLN			Unimproved	45	64	50	164
PILGRIM	PINE	MAPLE	Unimproved	48	70	40	164
SHEFFIELD	BANBURY	PENISTONE	Unimproved	76	42	40	164
COLUMBIA	BOWERS	HAZEL	Unimproved	38	70	50	163
EDENBOROUGH	WINDEMERE	BUCKINGHAM	Unimproved	23	58	80	163
PINE	PILGRIM	SUFFIELD	Unimproved	48	69	40	163
PINE	KIMBERLEY	GLENHURST	Unimproved	76	41	40	163
SHEFFIELD	CROFT	TORRY	Unimproved	45	72	40	163
WILLOW	REDDING	RAYNALE	Unimproved	46	35	80	163
WESTCHESTER	LINCOLN	MIDVALE	Unimproved	36	80	40	162
WINTHROP	CHESTERFIELD	KIMBERLEY	Unimproved	38	60	60	162
COLUMBIA	MAPLE	YOSEMITE	Unimproved	56	59	40	161
SUFFIELD	REDDING	RAYNALE	Unimproved	38	86	30	161
PINE	CHESTERFIELD	KIMBERLEY	Unimproved	49	56	50	160
TWIN OAKS	WIMBLETON		Unimproved	40	46	70	159
CHESTERFIELD	RAYNALE	OAK	Unimproved	66	46	40	158
CEDAR	CATALPA	LINCOLN	Unimproved	8	85	60	157
DORCHESTER	STANDREWS		Unimproved	38	46	70	157
LAWNDALE	OAKLAND		Unimproved	53	38	60	155
NORFOLK	SOUTHFIELD	LATHAM	Unimproved	66	52	30	155
ANN	FRANK	Dead end	Unimproved	38	43	70	154
LAKEPARK	PINE	OAK	Unimproved	38	70	40	154
NORFOLK	LATHAM		Unimproved	59	48	40	153
NORTHLAWN	SOUTHFIELD	SHIPMAN	Unimproved	5	84	60	153
OXFORD	MADISON	RIVENOAK	Unimproved	8	72	70	153
PINE	CHESTERFIELD	FAIRFAX	Unimproved	38	68	40	152
PINE	SUFFIELD	FAIRFAX	Unimproved	40	66	40	152
YORKSHIRE	EDENBOROUGH	STANDREWS	Unimproved	17	62	70	152
NORFOLK	WAKEFIELD		Unimproved	56	48	40	150
LAKEPARK	MIDLAND	RAYNALE	Unimproved	79	24	40	149
HILLISIDE	GREENLAWN	LINCOLN	Unimproved	38	46	60	148
KIMBERLEY	WINTHROP		Unimproved	23	60	60	147
LAKEPARK	REDDING	RAYNALE	Unimproved	38	72	30	147
LAKESIDE	MIDLAND	OAK	Unimproved	31	61	50	147
SHEFFIELD	BANBURY	ETON	Unimproved	59	42	40	147
PINE	PURITAN	PILGRIM	Unimproved	54	46	40	146
WILLITS	BALDWIN	GREENWOOD	Unimproved	21	61	60	146
CHERRY	BROWN		Unimproved	40	41	60	145
DORCHESTER	STANDREWS	EDENBOROUGH	Unimproved	5	75	60	144
YORKSHIRE	ETON	EDENBOROUGH	Unimproved	38	33	70	144
ARGYLE	AVON		Unimproved	76	-	60	140
AVON	ARGYLE		Unimproved	38	38	60	140
CHESTERFIELD	PINE		Unimproved	38	56	40	140
MIDVALE	WELLESLEY		Unimproved	76	-	60	140

CITY OF BIRMINGHAM
INFRASTRUCTURE RATINGS FOR UNIMPROVED STREETS

MIDVALE	ARGYLE	BERWYN	Unimproved	38	38	60	140
LAKEPARK	MIDLAND	OAK	Unimproved	66	36	30	139
STANLEY	HANNA	FRANK	Unimproved		75	60	139
CHESTERFIELD	REDDING	RAYNALE	Unimproved	46	46	40	138
FAIRFAX	RAYNALE	OAK	Unimproved	46	46	40	138
ROSEDALE			Unimproved	46	19	70	138
FAIRFAX	MAPLE	PINE	Unimproved	49	41	40	136
PURITAN	RAYNALE	OAK	Unimproved	56	34	40	136
NORTHLAWN	GOLFVIEW	PLEASANT	Unimproved	23	75	30	135
PILGRIM	OAK	PINE	Unimproved	48	28	50	131
DORCHESTER	ETON	EDENBOROUGH	Unimproved	5	59	60	128
FAIRFAX	OAK	PINE	Unimproved	45	28	50	128
CHESTERFIELD	PINE	OAK	Unimproved	76	14	30	127
NORTHLAWN	GREENLAWN	GOLFVIEW	Unimproved	38	52	30	127
PILGRIM	QUARTON	REDDING	Unimproved	38	32	50	125
CHESTERFIELD	WINTHROP	FAIRVIEW	Unimproved	38	40	40	124
PINE	LAKEPARK	PURITAN	Unimproved	43	44	30	124
RAYNALE	LAKEPARK	PURITAN	Unimproved	5	72	40	123
SUFFIELD	RAYNALE	OAK	Unimproved	38	38	40	122
LAWNDALE	OAKLAND	WOODWARD	Unimproved	38	62	10	119
PURITAN	OAK	PINE	Unimproved	45	28	40	119
SUFFIELD	OAK	PINE	Unimproved	45	28	40	119
PILGRIM	RAYNALE	OAK	Unimproved	38	34	40	118
RANDALL	LAKESIDE	MILLRACE	Unimproved	23	31	60	118
POPPLETON	WIMBLETON	MOHEGAN	Unimproved	19	42	50	116
ARDEN	LINCOLN		Unimproved	56	-	50	111
CHESTERFIELD	QUARTON	REDDING	Unimproved	49	14	40	109
RANDALL	BALDWIN		Unimproved	9	35	60	108
WORTH	RIVENOAK		Unimproved	11	22	70	106
YARMOUTH	RAYNALE	WESTWOOD	Unimproved	-	50	50	105
OAK	LAKEVIEW	LAKESIDE	Unimproved	40	-	60	104
PLEASANT			Unimproved	38	15	40	99
FAIRFAX	QUARTON	REDDING	Unimproved	38	14	40	98
OAKDALE	OAKLAND		Unimproved	5	29	60	98
CHESTERFIELD	PINE	WINTHROP	Unimproved	38	-	40	84
SUFFIELD	REDDING		Unimproved	38	-	40	84
PALMER				-	-	60	64
WORTH	RIVENOAK	MADISON	Unimproved	8	-	30	45
SHEFFIELD				-	-	30	37



MEMORANDUM

Engineering Department

DATE: April 20, 2021

TO: Thomas M. Markus, City Manager

FROM: James J. Surhigh, Consulting City Engineer
Mark Gerber, Director of Finance / Treasurer
Mary Kucharek, City Attorney

SUBJECT: Unimproved Streets Policy Modifications

INTRODUCTION:

On April 12, 2021, the City Commission conducted a workshop to explore the key recommendations made by the Ad Hoc Unimproved Streets Study Committee in their final report to the City Commission. The City Commission is being asked to modify the City's current policy and procedures associated with converting an unimproved street to an improved street.

BACKGROUND:

There are ninety (90) miles of existing roadway in the City of Birmingham. Approximately 30% (26 miles) of them are classified as "unimproved" streets. An unimproved road is a gravel road, with or without curbs, that has been maintained with chip or cape seal to provide a relatively smooth and dust-free driving surface. These unimproved streets exist due to the majority of neighborhoods in the City being subdivided and open for development prior to 1930. During this time local streets were built with gravel roads with no provision for storm drainage. Residents with unimproved roads often experience issues with flooding and deteriorating road surfaces as a more common occurrence than their neighbors with improved roads.

Today, unimproved streets may be converted to an improved street with construction of engineered pavement and drainage improvements only when a majority of residents on a residential block submit a petition to the City for such an improvement. In order, to convert a road from unimproved to improved, residents must pay a percentage of the total cost via special assessment.

The City Commission heard an increasing number of complaints from residents over the past several years concerning issues with drainage and the condition of the road surface on unimproved streets. In response, the Commission passed a resolution creating an Ad Hoc Unimproved Street Study Committee (AHUSC). The charge of the committee was to conduct a City-Wide study of unimproved streets and provide a recommendation outlining a long-term plan for improving these streets.

The AHUSC convened from June 2018 until December 2020, when it concluded its charge and presented a Final Report to the City Commission on December 21, 2020. The report provides details regarding the various topics related to the issue, and follows with actionable recommendations to modify the City's existing policy and procedures associated with converting

an unimproved street to an improved street. The Committee unanimously believes that there are three key areas that should be the focus of their recommendations. These include the:

- 1) Initiation of the petition process by the City and not only by the citizens,
- 2) Selection of the road surface and design alternatives, and
- 3) Identification of funding sources that may allow the City to accelerate the conversion of unimproved roads.

On April 12, 2021, the City Commission held a workshop meeting to discuss these key recommendations, along with a fourth item related to planning for the street improvement projects. There appeared to be a consensus regarding a number of the issues, and Staff believes adequate direction can be given to move forward in a productive way. This report will outline the key recommendations that were discussed, summarize the general discussion with pertinent points highlighted, and provide resolutions for City Commission action.

Initiation of Petition Process:

The current process for initiating a petition to improve an unimproved street is a homeowner-led process, where a majority of the residents on a particular street are in support of the proposed improvement. *The AHUSC recommends changing the initiation process so that project initiation begins with the City and not the homeowners.*

At the workshop, City Attorney Kucharek presented a review of the City Charter and current ordinances related to special assessments, and how they have been applied for many years as a policy for converting unimproved streets to improved streets. A number of items were identified that could be improved or better defined through an update to the ordinances. One of the items of discussion was related to how a street improvement project initiated by the City, instead of being a result of a homeowner-circulated petition process, can be implemented with some degree of confidence where there is general support by the property owners on a particular street. The concern is that considerable City Staff effort, in both time and funding, is required to develop project plans, and if the property owners are not generally supportive of the project, is it better to spend that effort on a different project. The “expression of interest” concept was introduced as a possible mechanism for allowing the City to poll property owners on a potential street improvement project early in the project development process as a means to gauge support, and reaffirm proceeding with design. While the committee recommended a City initiated process be followed, they believed it would be important to retain the citizen-led petition process as an option for those that are interested in getting their particular street improved without waiting for the City to initiate the process.

Planning for Street Improvement Projects:

The current process for planning unimproved street projects involves waiting for a property owner led petition effort to be submitted. Paving work may have occurred on an unimproved street when sewer or water system repairs were being addressed, however would have been only the patching of the disturbed pavement, and not constructing a fully improved street. The current planning process for the improved road network involves prioritizing future projects based on an infrastructure scoring system, which takes into account the condition of the pavement surface, sewers, and water main on a block-by-block basis. This prioritized project list helps guide development of the 5-year Capital Improvement Plan. *The City*

Engineering Department will prioritize projects based on an infrastructure ranking system outlined in this report. The City will begin initiating road conversion projects based on this ranking system and incorporate them into the five-year capital plan. Homeowners will retain their ability to petition the City to advance a project more quickly, where possible.

At the workshop, City Engineer Surhigh presented an overview of the prioritization process used on improved streets, and discussed how unimproved streets could be prioritized in a similar fashion. One item of discussion was preparing a “master plan” for unimproved streets as a means for describing the scope of future work, and establishing a framework for completing improvement of unimproved streets. Certain questions related to planning for improvement of unimproved streets, and approaches to funding the projects, are directly related to the City’s goals for a timeframe for the program. There appeared to be a consensus that the prioritization for improving unimproved streets should be completed, and that a “master plan” approach should be utilized to plan for the improvements. However, there was not clear consensus on the timeframe, as it is integrally related to the funding capacity question.

Selection of Road Surface and Design Alternatives:

In recent years, new road construction in the City has generally been completed using concrete pavement, mainly due to the financial benefit to the City when considering the life-cycle cost (initial construction cost plus future maintenance costs) of concrete pavement versus an equivalent asphalt pavement section. The Committee recommends using concrete for new improved streets and allowing for the consideration of asphalt as an alternative road surface material at the determination of the City Engineer when reviewing such factors as long term costs, maintenance requirements, limited use areas such as courts and dead end streets that experience considerably less traffic counts.

At the workshop, City Engineer Surhigh presented information related to this topic. Items of discussion included property owners on a particular street having some part in the choice of pavement surface material that would be used on the street, and developing design guidelines or standards for street improvements. With the potential changes in policy related to project initiation and planning, there will be an opportunity to increase awareness about the projects and start engagement with property owners over design issues earlier in the process. There was not clear consensus on this recommendation at this time, and it is integrally related to the funding capacity question and other issues.

Identification of Funding Sources:

Under the current program, a typical project for improving an unimproved street would include funding from various sources to complete the necessary work. For the road paving component of a project, the costs are split between the property owners benefiting from the particular project (85%) and the City (15%). The City’s share of these road construction costs are primarily derived from Act 51 distributions from the State of Michigan, and City property taxes. On streets where sewer system and water mains require improvements, those costs are funded 100% by the City. The Committee recommends using General Fund transfers to fund just the road component of the improvement with bonds providing the funding for the water and sewer improvements. This is considered a “pay-as-you-go” approach, and

would still depend on the property owners benefitting from the project to pay for 85% of the road construction costs as they do under the current process.

At the workshop, Finance Director Gerber presented an overview of how the City funds maintenance and construction of roads, sewers and the water distribution system. Discussion occurred regarding options for funding, including bond sales, utility rates, and increases to the millage rate. There was not a clear consensus on this recommendation, as it is integrally related to the prioritization and planning for street improvement projects, as well as deciding on a timeframe for completing the program. With the potential changes in policy related to project initiation and planning, there will be an opportunity to develop a more detailed funding example for a specific timeframe scenario.

LEGAL REVIEW:

This report and resolutions contained herein have been reviewed by the City Attorney, and found to be in order.

FISCAL IMPACT:

There are sufficient funds in the adopted FY20/21 budget and in the proposed FY21/22 to conduct the research, analysis and studies that will be required to satisfactorily address the proposed actions contained herein. These efforts are expected to be completed by a combination of Staff and various consultants as needed.

SUMMARY:

Staff recommends that the City Commission direct the City Manager to conduct the following actionable items:

1. Review the existing ordinance related to Special Assessments, and propose modifications and additions to the ordinance language to allow the City to be proactive in identifying the need of street improvements and initiating such street improvements, and for the creation of Special Assessment Districts to defray the costs of these improvements. Further, to develop the petition process to allow for City-initiated projects and the use of a tool for an “expression of interest” in order to gauge the level of support from property owners in a particular project area before the City expends significant resources towards development of the design of a project, while retaining the ability of property owners to directly petition for a street improvement project.
2. Complete infrastructure ratings for the road surface, sewer system, and water distribution system on and along all unimproved streets in the City, and create a prioritization list for improving the unimproved streets based on current conditions.
3. Complete a Master Plan for Unimproved Streets that will include: establishing “level of service” goals to manage expectations for the City street system; developing recommended design guidelines for road materials, curbs, drainage features, and other appurtenances; developing conceptual cost estimates for every “block” of the unimproved street network with descriptions of assumptions used for street width, pavement materials, and other appurtenances; developing an implementation plan for improving the highest priority tier in the near-term, including a strategy for making necessary funding available; developing goals for a long-term improvements and maintenance of the improved street network that will be growing as unimproved streets are improved,

including financial commitments that must be made to achieve the long-term goals; and developing a plan that integrates the cape-seal program to maintain satisfactory surface conditions on the unimproved streets in the future.

ATTACHMENTS:

- Slides from April 12, 2021 Workshop Presentation
- City Information Brochure titled “Understanding Improved and Unimproved Roads”
- Map of Unimproved Streets
- Engineering Department Report on Infrastructure Scoring from 2021 Long Range Planning Meeting
- Engineering Department Report on Unimproved Streets Planning from 2021 Long Range Planning Meeting

SUGGESTED RESOLUTION:

WHEREAS, the City Commission recognizes that the Ad Hoc Unimproved Streets Committee recommends that the City be proactive in determining needs of improvement throughout the City and it is necessary to create a new approach; and

WHEREAS, the City Commission is supportive of the City Manager reviewing the current ordinance, and updating it to develop the practice of obtaining “expressions of interest” and adding that to the process in order to determine the need for a street improvement within the City; and

WHEREAS, the City Commission is supportive of the City Manager completing infrastructure ratings for every “block” of the unimproved street network, consisting of condition ratings for the road surface, sewer system, and water distribution system; and

WHEREAS, the City Commission is interested in having the City Manager complete a “Master Plan for Unimproved Streets” that will establish broad goals for maintenance expectations of the City street system, develop recommended design guidelines related to street improvements, develop conceptual costs for improvements, develop an implementation plan for addressing the highest priority tier and recommendations for providing adequate funding, outline long-term financial commitment needed to maintain the improved street network, and to integrate the cape-seal program to address deteriorating unimproved street surfaces as the prioritized improvements are being made.

NOW, THEREFORE, IT IS RESOLVED that the City Manager is to redraft the current ordinance and develop a process by which the City will become more proactive in identifying the need for street improvements in order to initiate road improvements and the creation of Special Assessment Districts; and that the City Manager is to prepare a Report to the Commission presenting the compiled infrastructure ratings for every “block” of the unimproved street network; and that the City Manager is directed to prepare a “Master Plan for Unimproved Streets” as described herein, a street improvements design manual for constructing improved streets, a report on financing alternatives and the Manager/Staff recommended alternative, and prepare a capital improvements program for the next five years for the streets that are determined to be of the highest priority based on the Manager’s determination of available funds.

CITY OF BIRMINGHAM UNIMPROVED STREETS WORKSHOP

Monday, April 12, 2020

WORKSHOP OUTLINE

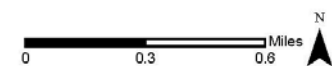
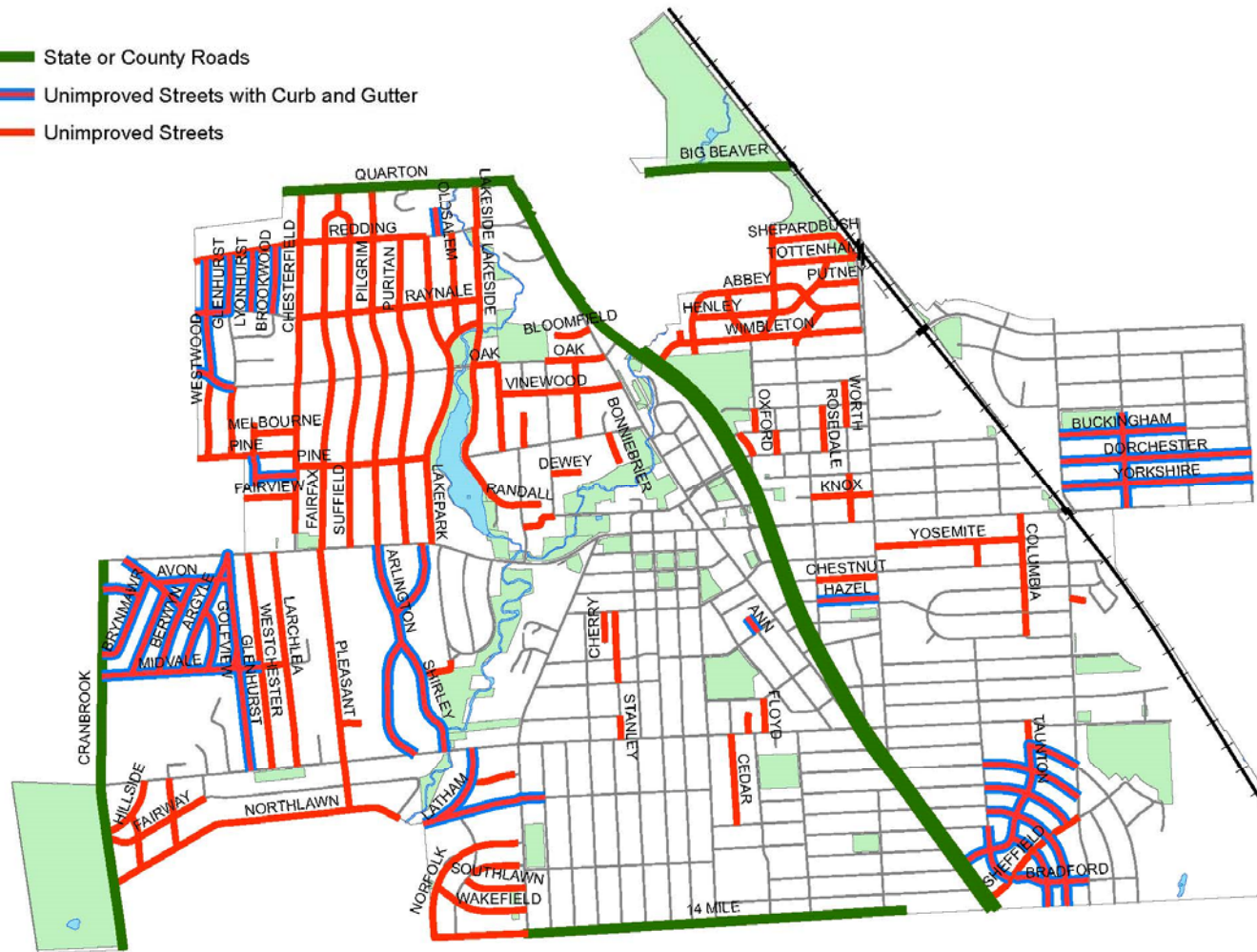
- Funding for Unimproved Roads
- Planning for Infrastructure Improvements
- Design Standards for Improving Unimproved Streets
- Policy on Special Assessment Districts

Tom Markus, City Manager

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- State or County Roads
- — Unimproved Streets with Curb and Gutter
- Unimproved Streets



FUNDING FOR UNIMPROVED ROADS

Mark Gerber, Finance Director

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FUNDING FOR UNIMPROVED STREETS

Understanding the Fiscal Impact of the Unimproved Road Issue

- Funding for unimproved roads is the main issue
- Understanding how roads, water, and sewer improvements are currently funded is key to understanding how to move forward
- Projected costs to improve all the unimproved roads
- Cost-sharing comparison
- Funding challenges using current road funding model
- Funding challenges using bonding

FUNDING FOR UNIMPROVED STREETS

Major Street vs Local Street

- Each municipality can determine which streets are major versus local based on importance.
- Major streets designations may be approved by the local governing body subject to approval by the Michigan State Transportation Commission.
- Generally major streets are determined locally by the amount of traffic

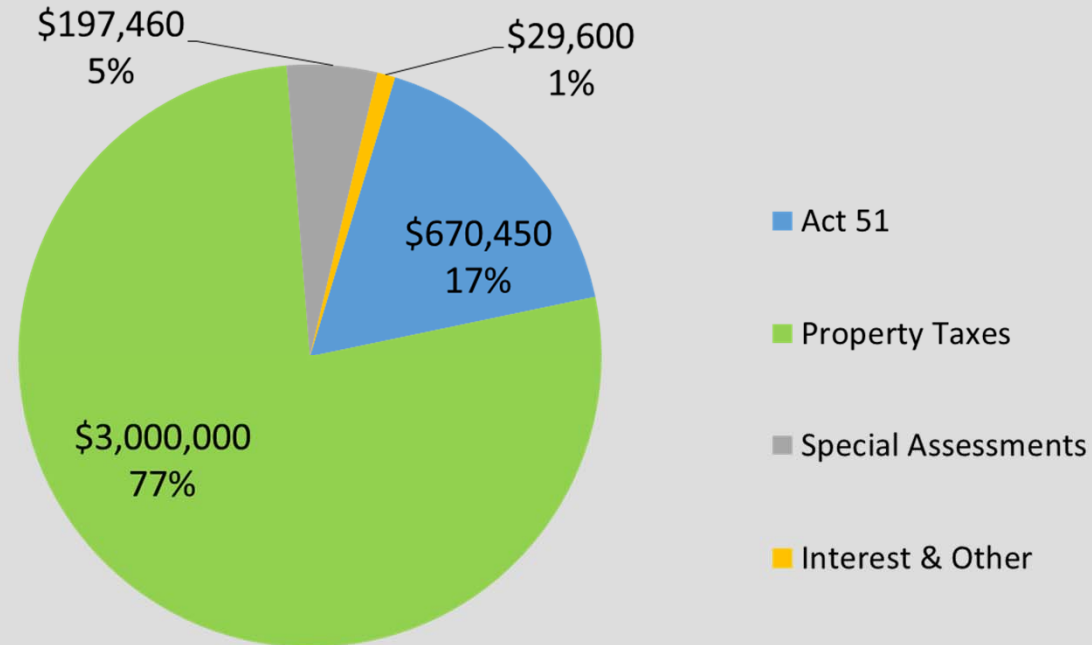
FUNDING FOR UNIMPROVED STREETS

How Local Roads Are Funded

- Property Taxes
 - Via transfer from the General Fund
- Act 51 Funding – State of Michigan
 - Fuel and weight taxes and vehicle registrations
- Special Assessments
 - Charged to property owners when cape seal is performed or when unimproved road is upgraded.

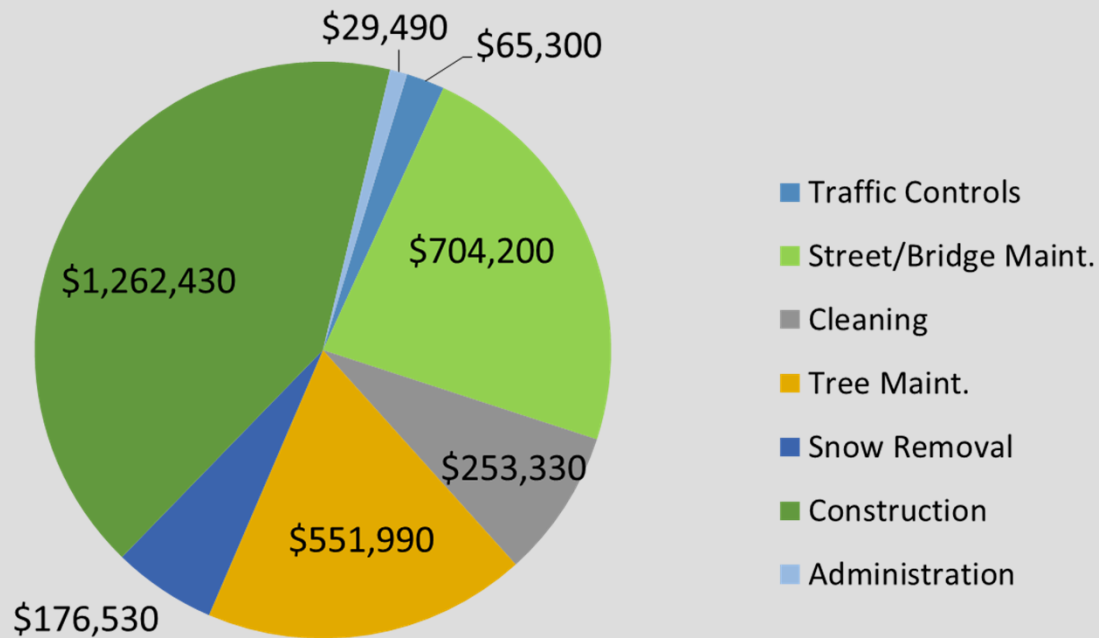
Major and local street projects along with related water and sewer projects are forecasted out 6 years for funding purposes.

FUNDING FOR UNIMPROVED STREETS



FY 2020-2021 Local Street Fund - Funding Sources = \$3,897,510

FUNDING FOR UNIMPROVED STREETS



FY 2020-2021 Local Street Fund - Funding Uses = \$3,043,270

FUNDING FOR UNIMPROVED STREETS

Special Assessment Projects

- City acts like the banker
 - City pays for project upfront (needs to have the funds available at time of construction)
- Properties are assessed 85% of total project based on proportional benefit (i.e. road frontage)
- Property owners have 10 years to pay back assessment with interest (can pay back early to avoid future interest).
 - This will cause a delay in replenishing funds for future construction and will require the City to fund future projects.

FUNDING FOR UNIMPROVED STREETS

How Water Projects Are Currently Funded

- Property Taxes
 - \$1.0 Million of operating levy allocated for water improvements
- Water Utility Rates – Depreciation Charge
 - \$0.9M is generated through rates
- Total of \$1.9M available for projects
- All utility users pay for projects regardless of where the project is
 - Benefits upstream and downstream users
- Property owners may be special assessed for service line improvements (unless lead service line).

FUNDING FOR UNIMPROVED STREETS

How Sewer Projects Are Currently Funded

- Sewer Utility Rates – Depreciation Charge + Additional Capital
 - \$1.8M is generated through rates
- Total of \$1.8M available for projects
- All utility users pay for projects regardless of where the project is
 - Benefits upstream and downstream users
- Property owners may be special assessed for sewer lateral improvements

FUNDING FOR UNIMPROVED STREETS

Cost of Updating Unimproved Roads

- Reconstruct and update 1 mile of road
 - Road costs = \$2.3 million
 - Water main replacement = \$1.1 million
 - Sewer line replacement = \$1.15 million
 - Total cost per mile = \$4.55 million
- There are approximately 26 total miles of unimproved roads
 - Total cost of approximately \$118 million (in today's dollars)
- Other Requested Costs
 - Sidewalks = \$1.1M/mile (both sides of street)
 - Underground utilities (electricity only) = \$3 million/mile

FUNDING FOR UNIMPROVED STREETS

Cost-sharing Comparison

	85%	75%	65%	50%
Total Road Cost Only	\$60,000,000	\$60,000,000	\$60,000,000	\$60,000,000
Special Assessment Share	\$51,000,000	\$45,000,000	\$39,000,000	\$30,000,000
City Assessment Share	\$9,000,000	\$15,000,000	\$21,000,000	\$30,000,000

Funding Challenges Using Current Model

Assuming 1 mile of unimproved roads is done per year (26 year completion)

	(A) Funds Available for Construction	(B) Unimproved Road Construction Costs	(C) Annual Improved Road Construction Costs	(A)-(B)-(C) Funding Surplus/(Deficit)
Local Street Fund	\$2,000,000	\$2,300,000	\$1,700,000	(\$2,000,000)
Major Street Fund	\$2,500,000	0	\$2,500,000	0
Water Fund	\$1,900,000	\$1,100,000	\$1,500,000	(\$700,000)
Sewer Fund	\$1,800,000	\$1,150,000	\$1,800,000	(\$1,150,000)

Under this scenario, there isn't sufficient funding to add unimproved roads without:

1. Postponing repair of other existing improved roads (major or local); or
2. Increase property taxes and increase water and sewer rates
 - a) Currently the City has approximately .3-.4 mill available under its operating levy which would generate approximately \$800,000 - \$1,000,000 in tax revenue. This "gap" will continue to be threatened as a result of the Headlee millage rate reduction
 - b) Headlee tax override would be necessary to increase maximum tax levy authorization
 - c) \$1 increase in utility rates generates approximately \$820,000 in revenue

FUNDING FOR UNIMPROVED STREETS

Funding Challenges Using Current Model

	Road Costs Outflows	Special Assessment Inflows (85%)	Net City Outflows
Year 1	\$2,000,000	\$0	\$2,000,000
Year 2	\$2,000,000	\$340,000	\$1,660,000
Year 3	\$2,000,000	\$490,000	\$1,510,000
Year 4	\$2,000,000	\$640,000	\$1,360,000
Year 5	\$2,000,000	\$790,000	\$1,210,000
Year 6	\$2,000,000	\$940,000	\$1,060,000
Year 7	\$2,000,000	\$1,090,000	\$910,000
Year 8	\$2,000,000	\$1,240,000	\$760,000
Year 9	\$2,000,000	\$1,390,000	\$610,000
Year 10	\$2,000,000	\$1,540,000	\$460,000
Year 11	\$2,000,000	\$1,690,000	\$310,000

City is the banker:
Need to be able to fund projects in the short-term

Assumptions:

- 20% of Special Assessment is collected in 1st year; even collections in subsequent years
- 85% participation rate
- Does not factor in rate of inflation on construction costs

FUNDING FOR UNIMPROVED STREETS

Funding Challenges Using Current Model

	Road Costs Outflows	Special Assessment Inflows (75%)	Net City Outflows
Year 1	\$2,000,000	\$0	\$2,000,000
Year 2	\$2,000,000	\$300,000	\$1,700,000
Year 3	\$2,000,000	\$435,000	\$1,565,000
Year 4	\$2,000,000	\$570,000	\$1,430,000
Year 5	\$2,000,000	\$705,000	\$1,295,000
Year 6	\$2,000,000	\$840,000	\$1,160,000
Year 7	\$2,000,000	\$975,000	\$1,025,000
Year 8	\$2,000,000	\$1,110,000	\$890,000
Year 9	\$2,000,000	\$1,245,000	\$755,000
Year 10	\$2,000,000	\$1,380,000	\$620,000
Year 11	\$2,000,000	\$1,515,000	\$485,000

City is the banker:
Need to be able to fund projects in the short-term

Assumptions:

- 20% of Special Assessment is collected in 1st year; even collections in subsequent years
- 75% participation rate
- Does not factor in rate of inflation on construction costs

FUNDING FOR UNIMPROVED STREETS

Funding Challenges Using Current Model

	Road Costs Outflows	Special Assessment Inflows (65%)	Net City Outflows
Year 1	\$2,000,000	\$0	\$2,000,000
Year 2	\$2,000,000	\$260,000	\$1,740,000
Year 3	\$2,000,000	\$375,000	\$1,625,000
Year 4	\$2,000,000	\$490,000	\$1,510,000
Year 5	\$2,000,000	\$605,000	\$1,395,000
Year 6	\$2,000,000	\$720,000	\$1,280,000
Year 7	\$2,000,000	\$835,000	\$1,165,000
Year 8	\$2,000,000	\$950,000	\$1,050,000
Year 9	\$2,000,000	\$1,065,000	\$935,000
Year 10	\$2,000,000	\$1,180,000	\$820,000
Year 11	\$2,000,000	\$1,295,000	\$705,000

City is the banker:

Need to be able to fund projects in the short-term

Assumptions:

- 20% of Special Assessment is collected in 1st year; even collections in subsequent years
- 65% participation rate
- Does not factor in rate of inflation on construction costs

FUNDING FOR UNIMPROVED STREETS

Funding Challenges Using Bonding Model

All of the following need to be answered before proceeding with bonds:

1. What will bonds be used for? Road, water, sewer; some or all?
2. What type of bonds? General obligation (unlimited or limited), revenue, or special assessment?
3. Community support for bonds? Citizen vote or no vote?
4. How much will you be bonding for? The whole thing or a portion?
5. How will bonds be paid? Special assessments, property taxes, utility rates?
6. What will be the duration of the bonds? 10 years, 20 years?

FUNDING FOR UNIMPROVED STREETS

Funding Challenges Using Bonding Model

- Assuming successful bond approval, you will need to have defined projects in place in order to get estimates to secure sufficient funds through bond sale. Bonds proceeds generally have to be spent within 3 years.
- Bond sales are more expensive. Both in terms of issuance costs and actual interest payments. Who pays for the bond issuance costs?
- Accounting for the bonds, especially if the bonds are used for multiple purposes (roads, water, and sewer) will be much more labor intensive (special assessments, water and sewer rates) especially if multiple series are issued

FUNDING FOR UNIMPROVED STREETS

Ad Hoc Unimproved Streets Committee Recommendation

- Fund unimproved street construction through current process of General Fund transfers
- Fund water and sewer improvements through issuance of bonds to be funded through either:
 - Water and sewer rates; or
 - Property taxes through a debt millage

FUNDING FOR UNIMPROVED STREETS

Conclusion

- There is no easy solution for funding the unimproved roads. It is a major cost that ultimately has to be paid by the property owners both on the road and the City at large.
- Decreasing the road participation rate will require more funding from property taxes (increase in City at large costs).
- No matter how the unimproved roads are funded it will take a long time to complete.
- Updating all the unimproved roads will take commitment from the City Commission and Birmingham's residents.

FUNDING FOR UNIMPROVED ROADS

- Essential Questions:
 - *How committed is the City to upgrading all the Unimproved Streets? Will you allow opting-out?*
 - *How important is historical “fairness” in your decision on how to distribute the cost of upgrading an unimproved road?*
 - *What is the expectation for upgrading all the unimproved roads from a timing perspective? 10 years, 20 years, 30 years...?*

PLANNING FOR INFRASTRUCTURE IMPROVEMENTS

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PLANNING FOR INFRASTRUCTURE IMPROVEMENTS

Current Process for IMPROVED Streets

NAME	FROM	TO	PAVEMENT POINTS	SEWER POINTS	WATER POINTS	TOTAL PROJECT POINTS
Graefield Rd	Graefield Ct	Pembroke	70	76	65	211
Cole	Torry	S Eton Rd	70	76	52	198
Graefield Rd	N Eton Rd	Graefield Ct	70	63	61	194
Manchester	N Eton Rd	Edenborough	70	71	34	175
Bennaville	Grant	Edgewood	60	69	38	167
Fairway Dr	Pleasant	Northlawn	30	63	70	163
Coolidge Rd	Buckingham	Windemere	70	54	38	162
Cole	Adams Rd	Torry	60	49	52	161
Oak	N Glenhurst Dr	Chesterfield	60	71	30	161
Hamilton Row	Ferndale	Park	60	55	45	160
Hamilton Row	Park	Woodward Ave	60	55	45	160
Old Woodward Ave	Maple	E Merrill	70	51	34	155
Old Woodward Ave	E Merrill	Brown	70	51	34	155

PLANNING FOR INFRASTRUCTURE IMPROVEMENTS

Current Process for UNIMPROVED Streets

- Wait for homeowner to request petition to initiate a project
 - Usually 1 to 2 years between request for petition and start of construction
 - Projects are not part of CIP, and budget amendments are usually needed to secure funding for the project
- Wait for City to identify a significant water or sewer system issue to initiate a project
 - Project would be focused on utility issue, not road improvement
 - Trenches in paved areas would be patched; cape-seal surfacing has been used in recent years

PLANNING FOR INFRASTRUCTURE IMPROVEMENTS

Priority Ranking for Unimproved Streets

- Sewer ratings completed for all streets in 2018
- Water ratings being completed for all streets in 2021
- Road surface ratings being planned for improved streets in 2021, but possible to add unimproved streets
- Ad-Hoc Committee for Unimproved Streets report presented a sample ranking system that factors in:
 - Road Surface drainage conditions
 - Sidewalk surface drainage conditions
 - Cape-Seal surface grading (crown) and driving surface condition
 - Other modifiers (traffic, ex. curb & gutter, side frontage streets, etc.)
- Would have to consider if new sidewalks were needed, as design of road grades affects sidewalk ramps

PLANNING FOR INFRASTRUCTURE IMPROVEMENTS

Cape-Seal Resurfacing Program

- Program will have to continue, regardless of approach taken towards unimproved streets going forward
- Cape-seal program is not “free” even though majority of construction cost is Special Assessed
 - Significant staff effort to administer SAD project
 - Sidewalk ramp upgrades to meet current ADA standards must be included
- Has not been a consistent program that residents can rely on – will take an increased commitment from the City to implement
 - In recent history, has been implemented every 2 or 3 years (actually had contracts in 2017, 2018 and 2019 to address poor surface conditions)
- Can be integrated into Priority Ranking for Unimproved Streets

PLANNING FOR INFRASTRUCTURE IMPROVEMENTS

- Essential Questions:
 - ***Do you want to apply a proactive approach to unimproved streets, or maintain current process?***
 - ***Do you desire to review a “Master Plan” for the Unimproved Streets?***
 - Plan could include outlining the following:
 - Scope-of-Work (Sewer & Water System Needs plus Paving)
 - Design standards for improving unimproved streets
 - Cost/Financing Analysis for One or More Timeframe Scenarios

DESIGN STANDARDS FOR IMPROVING UNIMPROVED STREETS

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DESIGN STANDARDS FOR IMPROVING UNIMPROVED STREETS

Standard Road Widths

- City has an established policy for minimum road widths in residential areas
 - 26 feet wide, between curb faces
 - Allows for residential parking on both sides of street, with room for a single vehicle to pass between (7 feet for parked vehicles, 12 feet for travel)
 - Suitable condition for most residential streets
- City has allowed narrower roads in certain cases, but...
 - Parking would be prohibited on one or both sides of the street (Hawthorne is an example where this was done)
 - Concern for emergency vehicle access when parking occurs (landscape or other contractors, deliveries, etc.)
- City has constructed wider roads on higher traffic volume streets so two-way traffic can be maintained between parked vehicles; or for integration of Multi-Modal improvements (Chesterfield would be an example for this)

DESIGN STANDARDS FOR IMPROVING UNIMPROVED STREETS

Drainage Improvements / Curb and Gutter

- Many unimproved streets lack consistent and effective systems for handling surface drainage
- Having curb & gutter on a street allows for more efficient handling of surface runoff (structural benefit to pavement section as well)
- Catch basins needed along road at low points to facilitate drainage; overall elevation of new road typically is lower than existing to design properly
- New sewers likely needed on most streets to transport surface runoff
 - Replace existing combined sewer with larger, appropriately-sized sewer
 - Storm relief sewer (may discharge to a combined sewer, storm sewer, or to Rouge River basin – depends on location)

DESIGN STANDARDS FOR IMPROVING UNIMPROVED STREETS

Pavement Material

- Ad Hoc Committee recommends concrete pavement when reconstructing unimproved roads
 - Higher initial construction cost (for example, 16% based on alternates presented in 2020 bids for Lakeview - difference of \$38,500 for 0.23 miles, or \$168,000 per mile)
 - Lower long-term maintenance costs (estimated savings of over \$500,000/mile over 80-year service life of pavement)
 - Life-cycle cost analysis shows City saves money over the life of the pavement, and is the prudent choice for investment in the new road
- Asphalt pavement option left open at City Engineer's discretion, based on certain conditions such as very low traffic volumes, dead-end streets, filling in "gaps" where asphalt roads are present beyond

DESIGN STANDARDS FOR IMPROVING UNIMPROVED STREETS

- Essential Questions:
 - ***Do you want concrete pavement as a standard for all new Improved Streets?***
 - ***Do you desire to review “Engineering Design Standards” for Improvement of Unimproved Streets?***

Standards could include:

- Pavement material for various typical situations
- Street widths for various typical situations
- Requirements for drainage, drive approaches & other related construction

POLICY ON SPECIAL ASSESSMENT DISTRICTS

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POLICY ON SPECIAL ASSESSMENT DISTRICTS

Commission Authority

- The commission shall have the power to determine that the whole or any part of the expense of any public improvement shall be defrayed by special assessments upon the property specially benefited or which may be specially benefited in the future and shall so declare by resolution.
- Sec. 94-1 through 94-18 of the Birmingham City Code provides for the process of special assessments. The idea and concept of determining the need for a Special Assessment District is created by either an initiation or a petition.
- The City Commission, on its own initiative, may begin the process for making public improvements through a Special Assessment District, or
- The request for improvements to a particular situation, in this case roads, may come by way of citizen petition, but still must be resolved by the Commission.

POLICY ON SPECIAL ASSESSMENT DISTRICTS

Existing Policy for Improvement of Unimproved Streets

- Engineering Department policy has generally been:
 - upon request for petition from a property owner, City reviews area of concern, meets with property owner, provides a blank petition form & list of properties in potential SAD
 - Property owner responsible for “knocking on doors” to get signatures; when complete and returned to the City, signatures are verified by Clerk’s Office
 - When support is demonstrated (over 50% of property owners signed in support – by number, not by frontage), Engineering prepares a report to the Commission and requests that the SAD process begins.

POLICY ON SPECIAL ASSESSMENT DISTRICTS

Commission Initiative

- Project initiation can begin with the City and not the homeowners.
- While not accounted for in our Ordinance today, there could be a new device utilized wherein the City could begin the policy of ascertaining an "expression of interest."
 - This would be an efficient means to determine whether or not enough people in the potential Special Assessment District would be supportive of such an action.
 - We recommend amending the current ordinance, as the language in 94-4 is unclear.

POLICY ON SPECIAL ASSESSMENT DISTRICTS

Steps to the Creation of SAD

- Prepare plans/cost estimates for project, tentatively designating the SAD and costs to be assessed
- Send Notice of the Public Hearing of Necessity to property owners in SAD (10 days before public hearing)
- Hold the Public Hearing of Necessity; Commission considers adoption of resolution defining the SAD; notice given for the Public Hearing on Confirmation of the Roll (10 days notice required)
- Hold the Public Hearing on Confirmation of the Roll; Commission considers adoption of resolution to confirm the roll.
- City designs project, commences construction, and prepares final assessment for each property based on actual costs

POLICY ON SPECIAL ASSESSMENT DISTRICTS

- Essential Questions:

- ***Do you want the City to initiate projects for improving unimproved streets and forming the SAD for paving costs?***
- ***Do you desire to draft a new ordinance for Improvement of Unimproved Streets?***

New Ordinance could outline the following:

- City solicitation of an “Expression of Interest”
- Rules for signing official petition
- Guidance for Commission related to approving “priority” projects, even if less than desirable support shown on petition

PUBLIC COMMENT

Understanding Improved and Unimproved Roads

Improved Road

Improved Road – An improved road is a road with curb and gutters which has a surface of concrete or asphalt.

Benefits:

- It is professionally engineered and constructed as a durable roadway.
- Provides for adequate drainage from the roadway.
- Once improved, an improved road is maintained by the City for any future road repairs.
- Improved streets with curbs are provided routine street sweeping and leaf pick-up each Fall, which allows residents to rake their leaves into the street at the curb.
- The average life span is 20 to 30 years.

Disadvantages:

- Initial one time higher cost for installation.



Improved Road



Unimproved Road



Unimproved Road with Curbs



Unimproved Road with Gutter

Unimproved Road – An unimproved road is a gravel road with or without curbs that has been treated with cape seal to provide a relatively smooth and dust free driving surface.

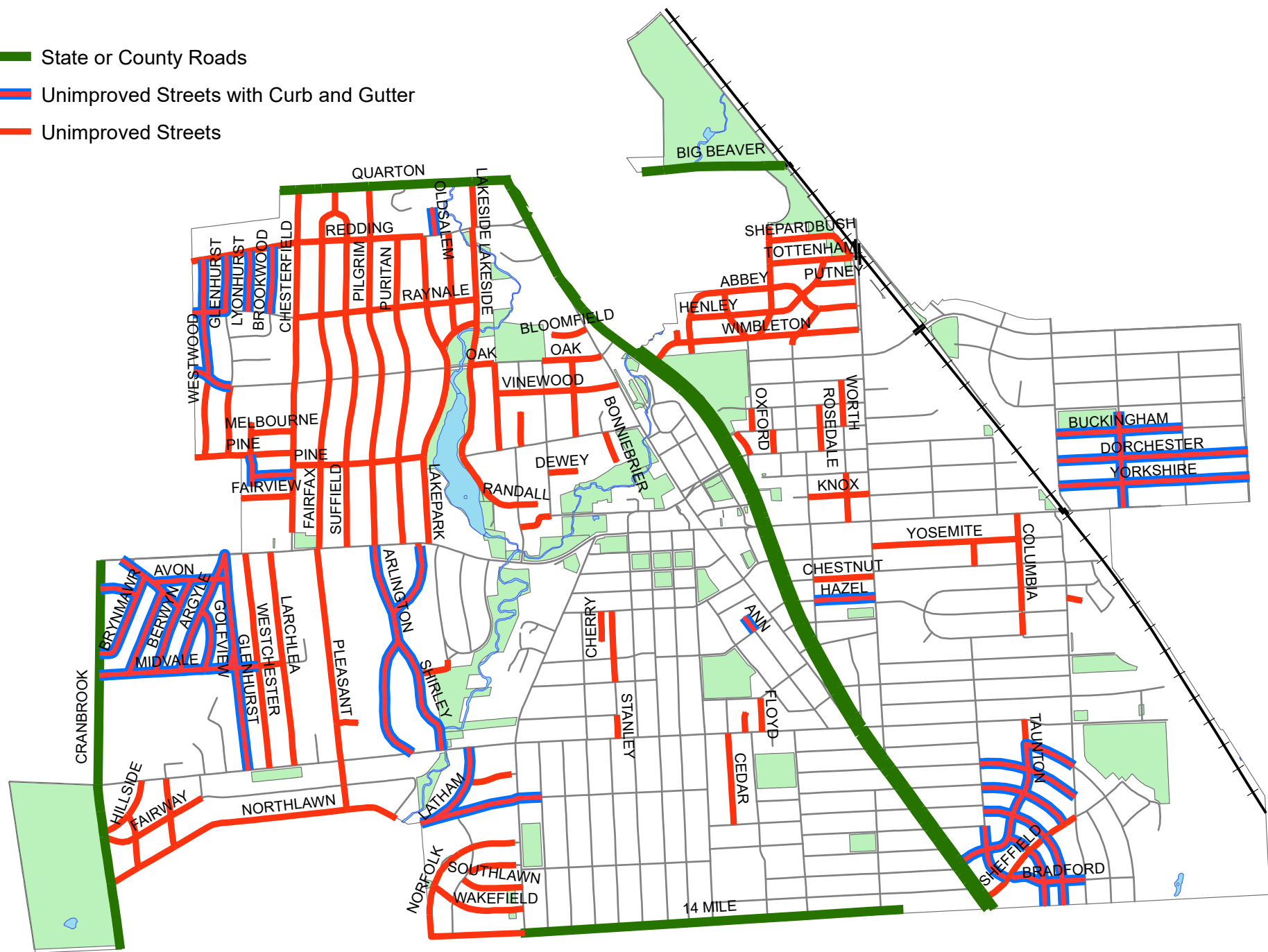
Benefits:

- Enhances rural neighborhood characteristics.

Disadvantages:

- The roadway is not professionally engineered and does not have a durable foundation.
- Unimproved roads without curbs do not provide adequate drainage from the roadway.
- Unimproved roads without curbs do not receive street sweeping and must bag their leaves.
- The average life span is 7 to 10 years and the need for repairs is more frequent.
- The cost for road repair and replacement is the responsibility of the homeowners on the street.

- State or County Roads
- Unimproved Streets with Curb and Gutter
- Unimproved Streets





MEMORANDUM

Engineering Department

DATE: January 18, 2021

TO: Thomas Markus, City Manager

FROM: James J. Surhigh, Consulting City Engineer

SUBJECT: Infrastructure Scoring Program Update

The Engineering Department has been using an Infrastructure Scoring System for many years (since the mid-2000's) to help guide annual capital improvement project planning and budgeting efforts. The Infrastructure Scoring System combines the condition ratings of the three major components of the City's physical infrastructure system, namely Roads, Sewers, and Water Mains. Combining these scores for both the easily visible surface infrastructure with the less obvious buried infrastructure components ensures the City infrastructure planning is conducted in a fiscally responsible manner.

Road Condition Rating

Traditionally, Engineering Department staff performs road surface condition assessments for improved streets every few years. The road condition score is generally based on a scale of 0 to 10, with 0 being the best condition, and 10 the worst. Factors that influence the score include the type and severity of deterioration, the traffic conditions, and the age. Road condition scores are assigned on a "block-by-block" basis, which correlates with how projects are typically constructed; from intersection to intersection on a given street.

Unless maintenance or repairs are completed, road conditions can be expected to get worse every year as exposure to freezing and thawing stresses, as well as repeated traffic loading continue to cause deterioration of the paving materials. Road conditions were last updated in 2019, and are planned to be evaluated again in the spring of 2021.

Sewer Condition Rating

The City was the recipient of a grant to further develop an Asset Management Plan (AMP) for its wastewater and stormwater collection systems through the Michigan Department of Environmental, Great Lakes & Energy (EGLE, formally MDEQ) under the program for Stormwater, Asset Management and Wastewater (SAW). The SAW grant work was completed at the end of 2019, and a product of that effort was an updated sewer condition rating for most of the sewer system.

Sewer condition assessment completed under the SAW Grant was required to follow and "industry standard": National Association of Sewer Service Companies (NASSCO) Pipeline Assessment Certification Program (PACP) grading system. While this system for grading the sewer conditions was similar to how the City did this in the past, it introduced some new terminology and ways to objectively look at evaluating sewer conditions and risk of not improving conditions.

In general, sewer condition scores are generated based on observable, physical conditions (cracks, offset joints, etc.) and performance-related conditions (tree roots, sags, etc.). The sewer condition scores are then used in conjunction with other factors, such as age, pipe material, existing features above the sewer, proximity to sensitive structures/natural features, and flow capacity to determine the Probability of Failure (POF) and Consequence of Failure (COF) for each segment. The POF and COF scores are on a scale of 1 to 5, with 5 being worse. The product of multiplying the POF by the COF yields a Business Risk Evaluation (BRE) score that helps identify the assets with the greatest overall risk to the City. The individual sewer segment scores were then grouped by “blocks” to be able to be used along with road surface condition rating in the City’s Infrastructure Scoring System.

Water Mains Condition Rating

Water main condition ratings will be updated in early 2021, assisted by the recent water system flow modeling and inventory updates submitted with the Water Reliability Study Update to the Michigan EGLE Department at the end of December 2020. The data collected and results of the hydraulic analysis will be used to determine the Probability of Failure (POF) and Consequence of Failure (COF) for each segment of the water system, in a process similar to that used for the sewer system. Factors that influence water systems include age, material, break history, system pressure goals, system fire flow goals, and proximity to sensitive structures/natural features. The product of multiplying the POF by the COF yields a Business Risk Evaluation (BRE) score that helps identify the assets with the greatest overall risk to the City. The individual water system segment scores were then grouped by “blocks” to be able to be used along with road surface condition rating and sewer condition ratings in the City’s Infrastructure Scoring System.

Infrastructure Scoring System Update

The current Infrastructure Scoring System takes into account the condition rating scores of the three major types of public infrastructure: roads, sewers, and water mains. The rating scales for each component is adjusted to be on a basis of 0 to 100 points, with 0 being the best, and 100 being the worst. For each “block”, the score for each component is added together to create an overall Infrastructure Score for that “block”, with scores ranging between 0 to 300 points. When the list of “blocks” is sorted by this score (from highest to lowest), a view of the areas of the City that are in need of more infrastructure improvement develops. The current method of analysis is only completed for “blocks” of Improved Streets.

After road condition and water system condition ratings are updated in early 2021, the overall Infrastructure Scoring System will be updated. The City’s sewer and water system assets are already loaded in the City’s GIS database, and road surface condition data will soon be added. Using GIS tools to analyze the results will provide a graphical representation of the data, in addition to typical tabular formats, which will allow a more comprehensive view to assist with future project planning and budgeting efforts. Once the protocols are established to analyze this data, future data updates after completion of an infrastructure project can be readily input, and subsequent analysis will consider those improvements.

Planning for infrastructure improvements is a complicated process, and even though a list of improvements can be developed as described, it should not be considered a “to-do” list on its own. Other factors contribute to the decision making process, including annual budget constraints, coordination with other infrastructure needs, such as bridges and traffic signals, and coordination with other construction projects located within the City, as well as in neighboring communities.



MEMORANDUM

Engineering Department

DATE: January 18, 2021

TO: Thomas Markus, City Manager

FROM: James J. Surhigh, Consulting City Engineer

SUBJECT: Unimproved Streets Planning

There are ninety (90) miles of existing roadway in the City of Birmingham. Approximately 30% (26 miles) of them are classified as “unimproved” streets. An unimproved road is a gravel road, with or without curbs, that has been maintained with chip or cape seal to provide a relatively smooth and dust-free driving surface. These unimproved streets exist due to the majority of neighborhoods in the City being subdivided and open for development prior to 1930. During this time local streets were built with gravel roads with no provision for storm drainage. Residents with unimproved roads often experience issues with flooding and deteriorating road surfaces as a more common occurrence than their neighbors with improved roads.

Today, unimproved streets may be converted with engineered pavement and drainage only when a majority of residents on a residential block submit a petition the City for such an improvement. In order, to convert a road from unimproved to improved, residents must pay a percentage of the total cost via special assessment.

The City Commission heard an increasing number of complaints from residents over the past several years concerning issues with drainage and the condition of the road surface on unimproved streets. In response, the Commission passed a resolution creating an Ad Hoc Unimproved Street Study Committee (AHUSC). The charge of the committee is to conduct a City-Wide study of unimproved streets and provide a recommendation outlining a long-term plan for these streets.

The AHUSC convened from June 2018 until December 2020, when it concluded its charge and presented a Final Report to the City Commission on December 21, 2020. This report provides detail regarding the various topics related to this issue, and follows with actionable recommendations to adapt the City’s existing policy and procedures associated with converting a road from unimproved to improved. The Committee unanimously acknowledges that there are three key areas that should be the focus of the recommendation to either change or reaffirm. These include the:

- 1) initiation of the petition process,
- 2) selection of the road surface and design alternatives, and
- 3) identification of funding sources that may allow the City to accelerate the conversion of unimproved roads.

Initiation of Petition Process:

The current process for initiating a petition to improve and unimproved street is a homeowner-led process, where a majority of the residents on a particular street are in support of the proposed improvement. The AHUSC recommends changing the initiation process so that project initiation begins with the City and not the homeowners.

Should this recommendation be accepted, the Engineering Department would begin considering unimproved streets in the same manner as improved streets, with respect to overall infrastructure planning that takes into consideration the conditions of the road surface, sewers, and water mains.

Selection of Road Surface and Design Alternatives:

In recent years, new road construction in the City has generally been completed using concrete pavement, mainly due to the financial benefit to the City when considering the life-cycle cost (initial construction cost plus future maintenance costs) of concrete pavement versus an equivalent asphalt pavement section. The Committee recommends using concrete for new improved streets and allowing for the consideration of asphalt as an alternative road surface material at the determination of the City Engineer when reviewing such factors as long term costs, maintenance requirements, limited use areas such as courts and dead end streets that experience considerably less traffic counts.

Should this recommendation be accepted, the Engineering Department would include in its report to the City Commission for a particular proposed project a recommendation on the pavement type, and provide the rationale for this recommendation on the particular project.

Identification of Funding Sources:

Under the current program, a typical project for improving an unimproved street would include funding from various sources to complete the necessary work. For the road paving component of a project, the costs are split between the property owners benefiting from the particular project (85%) and the City (15%). The City's share of these road construction costs are primarily derived from Act 51 distributions from the State of Michigan, and City property taxes. On streets where sewer system and water mains require improvements, those costs are funded 100% by the City. The Committee recommends using General Fund transfers to fund just the road component of the improvement with bonds providing the funding for the water and sewer improvements. This is considered a "pay-as-you-go" approach, and would still depend on the property owners benefitting from the project to pay for 85% of the road construction costs as they do under the current process.

Should this recommendation be accepted, the Engineering Department would begin including unimproved street "blocks" in the overall planning for infrastructure improvements, which consider the condition of the road surface, sewers, and water mains together, and would be treated in this respect the same as the improved streets. These unimproved street projects would then become part of the City's long-term capital improvement process.

Supplemental Note on Water System and Sewer System Conditions:

While the AHUSC Final Report is comprehensive, very informative and addresses the issues they were charged with, discussion of this topic at the Long Range Planning Meeting offers an opportunity to share the City Engineer's opinion on how the unimproved street issue affects other aspects of the City's operations and future planning efforts.

Since the mid-1990's, the City has made tremendous improvements the public sewer and water systems. Through millions of dollars of investment by the tax payers and water/sewer customers, today's systems are more reliable and resilient than ever before. The water system provides clean water at more consistent pressures and has improved fire flows in many parts of the City. The sewer system is more efficient disposing of wastewater for both dry-weather and wet-weather conditions, and pollution to the Rouge River has been reduced. Many of the past projects were large-scale efforts, including large diameter relief sewers and transmission mains, but while the scale of the projects may not be as dramatic, there is much-needed, important work to do in the future.

When assessing the conditions of the sewer and water systems today, the same issues being addressed by past projects are still present, though not as prevalent. In most cases, where significant issues remain to be addressed in the sewer and water systems, they exist along unimproved streets. On some of these streets, there are still water mains in service that are approaching 100 years old, and in certain areas, are inadequately sized to provide consistent pressures and meet modern demands for fire flows. Similarly, many of the sewers on these streets are reaching their expected service life, and may not be able to effectively meet all the demands our modern society and climate can put on the system.

Being on an unimproved street has been, in some cases, a "hurdle" to overcome when considering infrastructure improvements on a City-wide scale, and competing for limited funding in any given year. The recommendations by the Ad-Hoc Unimproved Streets Committee address this issue and will bring all the infrastructure needs on the unimproved streets into consideration as part of the City's long-term capital improvement process.

formal park naming procedures. Further, to consider potential park site amenities and budget implications in order to undertake such endeavor, and to take into consideration the needs of the Chesterfield Fire Station.

Commissioner Hoff said she would send her list of concerns about this proposal to DPS Director Wood for consideration by the Parks and Recreation Board.

Commissioner Nickita recommended that Parks and Recreation Board consider how this proposed park would fit within the City's system of parks overall.

Commissioner Baller expressed interest in Commissioner Hoff's concerns, said he concurred with Commissioner Nickita, and said that this item might be a good opportunity for the City to utilize the Bang the Table tool or other ways to facilitate collaboration on the discussion between the Commission and the Parks and Recreation Board.

ROLL CALL VOTE: Ayes, Commissioner Sherman
 Commissioner Baller
 Mayor Pro Tem Longe
 Commissioner Host
 Commissioner Nickita
 Mayor Boutros
 Commissioner Hoff

Nays, None

VII. NEW BUSINESS

04-125-21 Unimproved Streets Policy Modifications

Consulting City Engineer Surhigh summarized the item. In reply to Commissioner Hoff, he stated that an expression of interest would be solicited from residents once the Engineering Department completes its unimproved streets rankings.

CM Markus added that the City would provide the residents of unimproved streets with an estimate of the approximate costs of improving their street. He said this process moves the City more towards initiating the process of improving streets versus only waiting for resident petitions as was done in the past. He also stated that assessments would occur as part of the process, and that it was unrealistic to imagine the City would be able to fund the entire process.

Commissioner Baller ventured that residents often care more about the condition of the street's surface than the condition of the water lines or sewers. Consequently, he recommended that the Engineering Department weigh the former criterion more heavily than the latter in its ranking system.

MOTION: Motion by Commissioner Hoff, seconded by Commissioner Nickita:
To follow up on the unimproved streets workshop in regards to unimproved street policy modifications.
(Complete resolution in agenda packet)

Mayor Pro Tem Longe said she was in support of the resolution as it would help clarify the likely costs and help inform future City policy on the matter.

Mayor Boutros commended Consulting City Engineer Surhigh for his work on the item.

ROLL CALL VOTE: Ayes, Commissioner Hoff
Commissioner Nickita
Mayor Boutros
Commissioner Sherman
Commissioner Baller
Mayor Pro Tem Longe
Commissioner Host

Nays, None

04-126-21 Ordinance Amendment Fee Schedule Memo

MOTION: Motion by Commissioner Sherman, seconded by Mayor Pro Tem Longe:
To adopt the proposed ordinance:

Sec. 1-16. – Fee Schedule

Fees for application, plan reviews, permits, inspections, licenses, registrations, appeals, and other charges or penalties shall be specified in the schedule of fees, charges, bonds and insurance. All fees are subject to change from time to time as recommended by city staff and as determined by resolution of the City Commission. Ordained on this 26th day of April 2021. Effective upon publication.

In reply to Commissioner Hoff, City Attorney Kucharek stated she was recommending this language be added to the City's ordinances in order to ensure that fee-related matters were covered as part of the ordinances' general provisions.

ROLL CALL VOTE: Ayes, Commissioner Sherman
Mayor Pro Tem Longe
Commissioner Host
Commissioner Nickita
Mayor Boutros
Commissioner Hoff
Commissioner Baller

Nays, None

04-127-21 Greenwood Cemetery Fee Schedule Proposed Revisions

MOTION: Motion by Commissioner Sherman, seconded by Commissioner Host:
To amend the City's schedule of Fees, Charges, Bonds and Insurance under the City Clerk's Office section in regards to Greenwood Cemetery as proposed in the item's report.

City Clerk Bingham stated that these fees go to paying the subcontractor that performs the necessary work.

In reply to Commissioner Sherman, City Attorney Kucharek stated that she would review any outstanding purchase agreements to see if the City can require they be returned within a certain timeframe. She said that at the direction of the City Manager she would also review the purchase agreement template to add any language necessary to protect the City's interests.