

Infrastructure Task Force Lancaster County

Tuesday, June 12, 2018 2:00 PM

Norris Public Schools, High School

Agenda

Introductions / Sign-In

Review of Previous Meetings

- **County / Community Profile**
- **Goals**
- **Budget Analysis**

Peer County Review

Discussion on Best Management Practices

Recommendations for Consideration

Next Steps

Site Visit

MINUTES
LANCASTER COUNTY BOARD OF COMMISSIONERS
INFRASTRUCTURE TASK FORCE MEETING
TUESDAY, JUNE 12, 2018 – 2:00 P.M.
NORRIS PUBLIC HIGH SCHOOL
25211 SOUTH 68TH STREET, FIRTH, NEBRASKA

Task Force Members Present: Roma Amundson, Lancaster County Commissioner; Joe Bolubasz, Midwest Bank; Nathan Boone, JEO Consulting Group; Debby Brehm, Lincoln Independent Business Association (LIBA); Jennifer Brinkman, Lancaster County Commissioner; Jeffrey Butterfield, RBC Wealth Management; Silas Clarke, City of Hickman Administrator; Glynnis Collins, Director, Spring Creek Prairie Audubon Center; Nick Cusick, Bison, Inc.; Pam Dingman, Lancaster County Engineer; Craig Gana, Gana Trucking; Doug Hanson, City of Hickman Mayor; DaNay Kalkowski, Attorney; Brian Maschmann, Norris Public School District; Jeff McKerrow, Olsson Associates; Russell Miller, Nebraska Recycling Center (retired); Ray Stevens, Lower Platte South Natural Resources District (LPSNRD); Michael Werner, City of Waverly Mayor

Task Force Members Absent: Jess Baker, Wilderness Construction; Lonnie Burklund, City of Lincoln, Public Works & Utilities; Rod Hollman, Agriculture Representative; Miranda Watson, Woods Bros. Realty

Others Present: Ann Ames, Lancaster County Deputy Chief Administrative Officer; Dustin Antonello, Lincoln Independent Business Association (LIBA); Ron Bohaty, Road Maintenance Superintendent, Lancaster County Engineering; David Cary, Director, Lincoln/Lancaster County Planning Department; Larry Legg, Roadway Design Engineer, Lancaster County Engineering; Jeff Manske, District Maintenance Supervisor, Lancaster County Engineering; Jo Murray, Lancaster County Resident; Ann Taylor, Lancaster County Clerk's Office; Rick Vest, Candidate for Lancaster County Board of Commissioners; Terry Wagner, Lancaster County Sheriff; Nick Weander, Olsson Associates; Keri York, Lancaster County Resident

Advance public notice of the Infrastructure Task Force meeting was posted on the County-City Building bulletin board and the Lancaster County, Nebraska, website.

Jeff McKerrow, Olsson Associates, opened the meeting at 2:00 p.m. Joe Bolubasz, Infrastructure Task Force Chair, welcomed the group and introductions were made.

McKerrow outlined study goals:

- Maintenance
- Mobility and System Reliability
- Livability and Travel Choices

- Safety and Resiliency
- Economic Vitality
- Environmental Sustainability
- Funding and Cost Effectiveness

McKerrow indicated that the focus of this meeting will be on peer review and best practices from other communities and national guidelines.

McKerrow presented a community profile:

- Population
- Population Trends
- Ratio of City to County Population

It was noted that Lancaster County is somewhat unique in that one city comprises a large portion of the population and is surrounded by smaller communities.

McKerrow shared the results of a review of 16 peer counties, citing some of the measures that were used:

- Department Staff Size
- Relationships with Communities within County Lines
- Centerline Miles
- Bridges (Total Number, Percent Functionally Obsolete, Percent Structurally Deficient)
- Quality Assurance Programs
- Pavement Management
- Maintenance Activities
- Prioritization of Maintenance and Capital Improvements
- Average Annual Budget

McKerrow presented additional information regarding the following (Exhibit A):

- Budget/Centerline Miles
- Peer County Property Tax Receipts as Percentage of Total Funding
- Peer County Revenue Sources

Discussion took place regarding the Federal Funds Purchase Program (FFPP). **NOTE:** The FFPP was established to provide a way for the Nebraska Department of Transportation (DOT) to purchase the federal aid transportation funds used by Local Public Agencies (LPA's) at a discount rate in exchange for another source of state dollars. That gives LPA's more flexibility to address their needs and avoid some of the "hurdles" that go with federal dollars, such as permitting issues. It was noted those state funds must be expended for highway and bridge needs. Pam Dingman, Lancaster

County Engineer, said the current split in Nebraska is 90/10, adding highway buy-back money can be spent on bridges or roads but bridge buy-back money can only be spent on bridges.

Brinkman inquired about the gravel tax and maintenance fees that are shown as revenue sources in peer counties. McKerrow explained that maintenance fees are basically another property tax. Nick Weander, Olsson Associates, said a jurisdiction can be split into districts and create a taxation on that district to fund road and bridge maintenance. McKerrow said it is an equity issue. The gravel tax is unique to Minnesota in terms of the peer counties.

McKerrow also noted the following:

- Lancaster County has a significantly smaller rural population than the peer communities
- Lancaster County has more centerline miles to maintain
- Lancaster County's budget to maintain centerline miles is significantly less than peer counties

McKerrow discussed best practices related to gravel roads:

- Consider Implementing Dust Control
- Test Alternative Treatments in 1,000' Sections

Russell Miller, Nebraska Recycling Center (retired), asked how far dust travels and whether it is a health hazard. McKerrow said the health hazard question is outside his purview but, in general, gravel and dirt roads are large generators of airborne particles. Miller asked if lowering traffic speed on the roads would reduce dust. McKerrow said yes but it may be difficult to effectively do that. He said drivers tend to drive the speed they feel comfortable absent stringent law enforcement. Silas Clarke, City of Hickman Administrator, asked whether the County receives a lot of dust complaints. Dingman said yes, it is a major issue every year, particularly in dry conditions.

Discussion took place on when to pave a road. McKerrow noted paving increases speed, is more expensive to construct and maintain, and can be more expensive to repair if damaged by heavy loads. It was also noted that Nebraska requires 6' shoulders on roads.

In response to a question from Keri York, Lancaster County resident, McKerrow said it is important to understand the loads of a roadway when determining the depth of asphalt needed. Dingman said her department is limited by the criteria set forth by the Nebraska DOT with a minimum of 6" and increasing, depending on the road classification. Debby Brehm, LIBA, questioned why the State requires 6", rather than the average of 2" to 4". Larry Legg, Roadway Design Engineer, Lancaster County

Engineering, explained that roadways require a pavement design and take soils and the sub-base into account when determining the base. He said there would likely have to be a 1' gravel or road compacted base and good drainage if only 2" to 4" is being applied. McKerrow said the State had an issue with some rural counties not doing engineering and implemented their own standards.

McKerrow outlined Olsson Associates' recommendations:

- Preservation Management Strategies for Roads and Bridges, including Asset Management Plan
- Develop Multi-Year Asset Management Plan, which Includes a Capital Improvement Plan
- Utilize Dust Control on Gravel Roadways
- Standardize Process for Paving Roadways

Ron Bohaty, Road Maintenance Superintendent, Lancaster County Engineering, cautioned that roads need to be in good condition before implementing dust control. He also questioned the wisdom of adding chloride to the environment. York also expressed concerns regarding the impact of chloride.

Nick Cusick, Bison, Inc., asked whether the process will include surveying the 9% of the County's population that lives in a rural area regarding their expectations and priorities. McKerrow said that is not part of the current contract but is something to consider. Dingman said she has concerns regarding economic development and farm-to-market routes.

McKerrow said Task Force members will be sent a survey in the next couple of weeks asking them to indicate their priorities relating to maintaining roadways, paving roadways and improving reliability; whether they concur with Olsson Associates' recommendations; and other ideas (see Exhibit B).

The next Lancaster County Infrastructure Task Force meeting will be on Thursday, July 12, 2018 at 2:00 p.m. at the Denton Community Center, 7115 Lancaster Avenue, Denton, Nebraska. The main topic will be funding issues. McKerrow indicated a total of five meetings will be necessary to complete the Committee's work.

Cusick asked how Task Force members can communicate questions in the interim. McKerrow said they can email him (jmckerrow@olssonassociates.com) and he will share them with the other members of the Task Force.

Ray Stevens, Lower Platte South Natural Resources District (LPSNRD), asked whether consideration has been given to integrating ideas with the Lincoln-Lancaster County 2040 Comprehensive Plan. David Cary, Director, Lincoln/Lancaster County Planning

Department, said a lot of these concepts and ideas are already in the Comprehensive Plan but more detail work is needed.

There being no further business, the meeting concluded at 3:09 p.m.

Submitted by Ann Taylor, Lancaster County Clerk's Office.

Peer County Budget Review

	County Population	Major Community Population	% of Rural Pop	Rural Pop	Centerline Miles	Budget	Budget/Centerline Miles
Lancaster Co, NE (Lincoln)	285,407	258,379	9%	27,028	1304	\$ 24,000,000	\$ 18,405
3 Minnehaha Co, SD (Sioux Falls)	187,318	183,200	2%	4,118	347	\$ 14,400,000	\$ 41,499
5 Larimer Co, CO (Fort Collins)	343,976	164,207	52%	179,769	905	\$ 26,000,000	\$ 28,729
7 Dane Co, WI (Madison)	536,416	252,551	53%	283,865	541	\$ 18,800,000	\$ 34,750
11 Albany Co, WY (Laramie)	38,256	32,382	15%	5,874	587	\$ 600,000	\$ 1,022
14 Douglas Co, CO (Castle Rock/Denver Metro)	335,299	48,231	86%	287,068	2344	\$ 72,000,000	\$ 30,717
16 Stearns Co, MN (Saint Cloud)	154,708	67,641	56%	87,067	966	\$ 32,599,000	\$ 33,746
Average	265,996	124,702	53%	141,294	948	\$ 27,399,833	\$ 28,893
Lancaster %	107%	207%	18%	19%	138%	88%	64%
Median	285,407	164,207	52%	87,067	905	\$ 24,000,000	\$ 30,717
Lancaster %	100%	157%	18%	31%	144%	100%	60%
w/o Albany County, Wyoming							
Average	307,187	162,368	43%	144,819	1,068	\$ 31,299,833	\$ 31,308
Lancaster %	93%	159%	22%	19%	122%	77%	59%
Median	310,353	173,704	53%	133,418	936	\$ 25,000,000	\$ 32,232
Lancaster %	92%	149%	18%	20%	139%	96%	57%

Peer County Budget Review

- Lancaster has significantly smaller rural population
 - 9% compared to often 50%+
- Lancaster has more centerline miles to maintain
 - 20% to 44% more
- Lancaster's budget / centerline miles is significantly less
 - \$18k / mile compared with \$28 - \$32k / mile
 - 57% - 64% of average/median



Peer County Property Tax Receipts as Percentage of Total Funding

County	Property Tax %
Lancaster County, Nebraska	55%
Weld County, Colorado	64%
Minnehaha County, South Dakota	56%
Larimer County, Colorado	26%
Dane County, Wisconsin	62%
Albany County, Wyoming	59%
Douglas County, Colorado	37%
Stearns County, Minnesota	58%



Average of Peer Counties (excluding Lancaster) = 51%

Peer County Revenue Sources

- Property Tax
- Motor Vehicle Fees
- Highway Buy-back
- Bridge By-back
- State DOT
- Maintenance Fees
- License Plate Fees
- Sales Tax
- Wheel Tax
- Federal Funding
- Gravel Tax
- County Bonding

- *Approximately 83% of the county property tax comes from properties within cities / villages*
- *Approximately 80% comes from the City of Lincoln*
- *17% of property tax from rural areas with 9% of population*

Homework!

- How would you prioritize:
 - Maintaining roadways
 - Grading, pavement maintenance, dust control, etc.
 - Paving roadways
 - Improving reliability
 - Bridge/culvert repair/replacement
- Do you concur with recommendations:
 - Preservation Management Strategies for Road and Bridge, including Asset Management Plan
 - Develop multi-year asset management plan, which includes Capital Improvement Plan
 - Utilize dust control on gravel roadways
 - Standardize process for paving roadways
- Other ideas?

