



CITY OF SANTA BARBARA

COUNCIL AGENDA REPORT

AGENDA DATE: January 24, 2012
TO: Mayor and Councilmembers
FROM: Engineering Division, Public Works Department
SUBJECT: State Route 225 Relinquishment Update

RECOMMENDATION: That Council:

- A. Receive an update on the State Route 225 Relinquishment; and
- B. Provide direction to staff regarding the State Route 225 Relinquishment.

EXECUTIVE SUMMARY:

Pursuant to Council direction, Public Works staff and Caltrans have been working on issues to relinquish State Route 225 (SR 225) from Caltrans to the City for several years. SR 225 consists of approximately 4.6 miles of roadway from the intersection of Castillo and Montecito Streets, west along Cliff Drive, then north along Las Positas Road to where it intersects US Highway 101 (Attachment 1).

DISCUSSION:

Background

On April 12, 2011, staff provided Council with an update on the SR 225 Relinquishment. As reported in the meeting minutes, the direction to staff from Council was to:

1. Move forward with the SR 225 Relinquishment;
2. Attempt to resolve the liability concerns outlined by the City Attorney in the staff report in a manner favorable to the City; and
3. Aggressively pursue other funding sources for and negotiations on the one-time costs upon relinquishment, while continuing to work with Caltrans staff and the City's state legislator in obtaining a more reasonable financial structure.

Generally, Council agreed that SR 225 should eventually become a City street, if the apparent financial and legal concerns could be appropriately resolved; however, primary concerns included one-time and ongoing costs, and liability issues.

For reference, Attachment 2 is a summary of the background information provided in the April 12, 2011, Council Agenda Report.

SR 225 Liability and Litigation Concerns

The City Attorney's Office has also expressed a liability concern with the City accepting the relinquishment of SR 225 from Caltrans. As a result, the City Attorney's Office has recommended that the relinquishment of SR 225 to the City be expressly conditioned upon the State agreeing to defend and indemnify the City with respect to those accidents which involve claims of a "dangerous condition of public property" because of an alleged "design defect." In addition, staff and the Attorney's Office believe that Caltrans and the State should expressly agree to cooperate with the City in the future in preserving and maintaining the original Caltrans design and maintenance records, which records will be necessary for the City Attorney's office to substantiate any design immunity defense applicable under the Government Tort Claims Act. However, Caltrans has responded they will insist on indemnification language similar to that which was included in the City/Caltrans Cooperative Agreement for the prior SR 225 Relinquishment from Cabrillo Boulevard to Montecito Street approved in 1995, but which does not contain the additional indemnification language recommended by the City Attorney's Office.

Updated Relinquishment Information

Following the Council meeting of April 12, 2011, there have been some significant developments as identified below:

- Las Positas Road Retaining Wall Structural Repair - A field investigation determined that the existing 195-foot long retaining wall along the west side of Las Positas Road, north of Cliff Drive is in need of structural repair. A consultant has estimated the cost for the repair to be approximately \$800,000. Caltrans has been notified and they have agreed to investigate and repair the wall at their expense. This repair cost has been excluded from the SR 225 Relinquishment expenses.
- SR 225 Resurfacing and Restriping - Restriping Cliff Drive was discussed at the Council meeting on June 28, 2011. As a result of the public's input, Caltrans agreed to restripe portions of Cliff Drive to reduce traffic from four lanes to two. In July 2011, Caltrans resurfaced SR 225 in its entirety and made the agreed upon striping changes.
- Measure D Funding - On November 18, 2011, Santa Barbara County Association of Governments (SBCAG) staff made presentations to the SBCAG Board to use a portion of the projected ending balance of the Measure D Program to bridge the shortfall between the City and Caltrans estimates of a "State Of Good Repair". The projected Measure D Program ending balance is approximately \$378,000. The SBCAG proposal was not approved by the SBCAG Board.

- Sponsored Legislation - Assemblymember Das Williams sponsored legislation, which was approved by the Legislature and signed by the Governor, allowing the California Transportation Commission to relinquish SR 225, pending a positive outcome of the negotiations between the City and Caltrans.

Differences Between Caltrans and City Estimates

The updated cost estimates by Caltrans and the City for drainage improvements and the Las Positas Bridge overcrossing at Union Pacific Railroad are as follow:

- Drainage Improvements: The Caltrans estimate for drainage improvements including contingency is \$697,000. The City's estimate for this work is \$804,075.
- Las Positas Bridge: Caltrans asserts the bridge is in good repair, and they are currently not offering any funds for bridge improvements. Staff anticipates a bridge maintenance coating is required, and additional work may be necessary to address the existing bridge deck cracking identified in the Caltrans Bridge Inspection Report for this structure. Staff recommends that additional structural analysis be performed if relinquishment of SR 225 is continued. Staff has provided a contingency estimate of \$350,000 for potential work to address this item.

Additional City Improvements and Cost Considerations

As previously identified in the Council Agenda Report of April 12, 2011, if relinquishment were to occur, additional future costs are anticipated to be incurred by the City.

1. One Time City Expense For Traffic Signal Controller Conversion

- If relinquishment of SR 225 were to occur, the City would incur a one-time expense for the Traffic Signal Conversion Controller. The Caltrans traffic signals are not connected to the City's traffic control system. It is necessary to connect these traffic signals to the City system for signalization coordination, maintenance, and liability issues. The cost to connect and convert the existing traffic control system to the City's system is estimated to be \$112,300. This is a traffic signal system improvement project.

2. Future City Enhancement/Improvement Projects

- The Las Positas/Cliff Drive Intersection Improvement Project is currently in design. It is a \$750,000 construction grant-funded project that is scheduled for completion in Fiscal Year 2016. Based on past public comment, there is an expectation that the City would provide other public improvements soon after relinquishment, as described by the Six-Year Capital Improvement Program Fiscal Year 2012 – 2017 Report (Six-Year CIP). There is a potential for future corridor improvements that may include pedestrian crossing enhancements, sidewalks, lane reconfiguration, bike lanes, and landscaping. The cost of these additional improvements is difficult to estimate, but an estimate of

\$11.5M is reflected in the Six-Year CIP. Also, there are currently no funding sources for future capital improvements. Under the City of Santa Barbara's jurisdiction, any community-desired roadway improvements, or features on Cliff Drive, such as traffic signals or crosswalks, will be reviewed on a location specific basis, and would have to meet the same engineering installation criteria that Caltrans would typically use.

3. Ongoing Annual SR 225 Maintenance

- **Street Infrastructure Maintenance (excluding Pavement Maintenance):** If relinquishment were to occur, Streets crews would be required to perform maintenance of the SR 225 drainage system, vegetation, signage, pothole repair, pavement markings and street sweeping. The estimated annual cost for this maintenance is approximately \$159,000.
- **Pavement Maintenance:** The 4.6 miles of SR 225 includes approximately 1.33 million square feet of pavement. The pavement maintenance annual cost for SR 225 is estimated to be approximately \$165,000 per year. Because Cliff Drive and Las Positas are major arterial roadways, the additional City maintenance of these roads would result in less frequent maintenance of other City residential roads. For additional related information, see Attachment 3, City Pavement Management Summary.
- **Traffic Signal Control System Maintenance:** The estimated annual cost to maintain the SR 225 traffic control system is approximately \$43,000 per year.

Estimated annual costs to City for maintenance of SR 225 total \$367,000. These costs are currently unfunded. No additional Street Fund revenues are projected as part of the relinquishment, so the impact of additional ongoing pavement maintenance for SR 225 would result in reduced street maintenance in other areas of the City.

Relinquishment Cost Estimate Summary

The following tables identify 1) the Caltrans offer to complete the relinquishment as compared to the City's estimated costs, 2) one-time project improvements that would need to be funded by the City following relinquishment, and 3) ongoing City annual SR 225 maintenance costs.

Caltrans Offer vs. City Estimate		
Description	Caltrans Funding Offer	City Estimate
Drainage Repairs	\$697,000	\$804,075
Bridge Overcrossing Maintenance	\$0	\$350,000
Total	\$697,000	\$1,154,075
Difference		\$457,075

One Time Project Improvements Required After Relinquishment (Currently Unfunded)	
Description	Estimated Cost
Drainage Repairs, Bridge Overcrossing Maintenance (from above)	\$457,075
Traffic Signal Conversion	\$112,300
Project Improvements Total	\$569,375

Annual Projected City SR 225 Maintenance Cost (Currently Unfunded)	
Description	Estimated Annual Cost
Street Infrastructure Maintenance	\$159,000
Pavement Maintenance	\$165,000
Traffic Signal Maintenance	\$43,000
Total Ongoing City Maintenance Cost Per Year	\$367,000

BUDGET/FINANCIAL INFORMATION:

Caltrans has informed the City that they are reducing their relinquishment offer from \$997,000 to \$697,000 due to completed SR 225 pavement maintenance. Staff's updated relinquishment cost estimate is \$1,154,075, resulting in a difference of \$457,075. If relinquishment were to occur, the traffic signal upgrade would cost the City an additional \$112,300 resulting in a total cost of \$569,375 to address projected City improvements.

The City will not receive any additional funding from Caltrans if this route is relinquished. If the City accepts SR 225, the cost for rectifying existing infrastructure deficiencies and additional ongoing repair, maintenance, and liability responsibilities, will be incurred by the City. Any additional proposed City improvements will compete with other City funding priorities. Future improvements would be implemented over time, as funding is identified.

STEPS TO AFFECT RELINQUISHMENT

The relinquishment process includes the following steps:

- Caltrans initiates the Project Scope Summary Report (PSSR)
- Caltrans submits the PSSR outlining relinquishment agreement terms
- City and Caltrans finalize agreement
- Request state legislator to sign legislation for California Transportation Committee (CTC) to relinquish SR 225, subject to the City's acceptance
- State passes legislation to relinquish SR 225
- CTC approves relinquishment
- City passes a resolution accepting SR 225

SUMMARY

The Caltrans proposal presented in this report forms the basis for subsequent agreements between Caltrans and the City to accomplish relinquishment.

Staff seeks Council direction to either:

- A. Move forward with relinquishment; or
- B. Postpone relinquishment until there is a better economic outlook for achieving community goals; or
- C. Table relinquishment for future action.

ATTACHMENTS

1. Highway SR 225 Vicinity Map
2. Summary of Background and Key Relinquishment Issues
3. City Pavement Management Summary

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APPROVED BY: City Administrator's Office

STATE ROUTE 225 (Las Positas Road\Cliff Drive)



SUMMARY OF RELINQUISHMENT BACKGROUND

➤ **September 2004**

- Staff received direction from Council to develop a scope of work for the Relinquishment Report (Report), including an in-depth analysis of the condition of State Route 225 (SR 225), required improvements to return SR 225 to state of good repair, and estimates of ongoing maintenance costs.

➤ **December 2004**

- Transportation and Circulation Committee (TCC) found SR 225 relinquishment consistent with goals of the City's Circulation Element.

➤ **January 2005**

- Council directed staff to initiate relinquishment of SR 225 from Caltrans to City, and to annex some parcels along SR 225 into the City to simplify relinquishment process (Santa Barbara Local Agency Formation Commission approved annexation in April 2008).

➤ **September 2005**

- Council approved the consultant contract to prepare the Report for the technical assessment of the route that included:
 - Cataloging existing conditions, showing drainage, right of way, utilities, and other facilities;
 - Documenting existing pavement conditions and future needed maintenance;
 - Describing capital improvements from Caltrans to the City for a "State Of Good Repair"; and
 - Estimating and analyzing future maintenance costs that could be incurred by the City over the next 10 years.
- Report identified City improvement needs, future City maintenance improvement objectives, and points of negotiation to draft required Cooperative Agreement. Negotiation points included potential compensation for existing infrastructure deficiencies and any future route improvements.

➤ **2008**

- Staff began negotiations with Caltrans regarding cost estimates to bring SR 225 to a state of good repair.
 - Caltrans estimated \$1M contribution (drainage & bridge work);
 - City estimated \$1.3M contribution.

➤ **2009**

- City staff and Caltrans met monthly to resolve issues and develop a Cooperative Agreement.
 - Caltrans' offer continued to be significantly less than City's estimated amount;
 - City requested that Caltrans contribute to cost of SR 225 pavement maintenance prior to relinquishment;
 - Primarily due to restriction of available State funds, no Cooperative Agreement could be reached; and
 - Caltrans and City agreed to place negotiations on a one-year hold.

➤ **2010**

- Early summer 2010, Caltrans and City resumed relinquishment negotiations.
 - Caltrans reiterated \$1M offer in letter dated July 22, 2010;
 - Caltrans assured City staff in December 3, 2010 conference call that they were scheduled to complete SR 225 pavement maintenance prior to relinquishment (which was completed in summer 2011). Caltrans also stated that they could not fund what they consider to be improvements, such as new traffic signal controls for conversion to the City's traffic control system.

SR 225 Infrastructure Inventory

Below is a general list of the SR 225 infrastructure inventory:

Pavement: 1,330,000 square feet
 Sidewalk: 28,500 lineal feet
 Drainage: 6,248 feet of pipe
 37 inlets
 31 structures
 Intersections: 29 (8 are signalized)
 Viaduct adjacent to Santa Barbara City College: 500 feet
 Las Positas Bridge (overcrossing at Union Pacific Railroad)
 Large retaining walls on Las Positas Road and on Cliff Drive near Loma Alta

City Pavement Management System

Since 1985, the City has implemented a strategic pavement management system that is based on the proven concept that it is far more cost effective to proactively maintain streets than to allow them to deteriorate to the point of needing significant rehabilitation. This proactive methodology has been successful in raising the Pavement Condition Index (PCI) of City Streets from 59 in 1985 to 69 in 2010. The PCI rating system is on a scale from 0 to 100, with roads receiving a rating of 100 are considered to be newly paved, while roads receiving a rating of 0 are considered to have served their full life expectancy. From 1992 to 2009, the City was able to achieve its longstanding goal to maintain a PCI rating of 70 or higher. Since 2009, the PCI level has fallen to 68 as result of increased pavement material costs and increased deferred maintenance. Also, for the past several years, the City's Pavement Management Program allotted funds have been lower than the recommended funding level due to competing Streets Capital Program funding priorities.

The estimated annual cost to maintain the City's roads at a PCI of 70 is approximately \$4.7M per year. The average amount that the City has budgeted for pavement maintenance over the past 5 years has been approximately \$2.3 M per year.

Until approximately 2006, the City was able to fund slurry sealing of nearly all roads within each pavement maintenance zone. At current funding levels, the City is only able to slurry seal approximately 50-60% of the roads within a pavement maintenance zone. When available funding does not meet the pavement maintenance needs, the result is that funds are allocated to the highest pavement maintenance priorities, typically being the arterial streets as opposed to the residential streets.