

# **Citizen Streets Advisory Commission (CSAC) Policy Report**

**Policies Developed/Approved or Reviewed by the Citizen  
Streets Advisory Commission (CSAC)**

**February 2009  
Revised by Ann Deasy  
Engineering Services  
City of Spokane**

## TABLE OF CONTENTS

Introduction	2
Local Improvement Districts Program Criteria	3
Design Direction/Usual and Customary Construction Items & Processes	4
Utility Match Program- Selection Criteria	6
Superpave	8
Requirements of the Street Bond Program in Relation to the Comprehensive Plan	9
Quality Assurance/Quality Control	10
Clear Zone Policy	11
Pavement Cut Policy	11
Specifications and Standards Used by the City of Spokane for Construction and Engineering Design	12
Appendix A City of Spokane Legal Department Letter	13

## INTRODUCTION

Pursuant to Spokane City Ordinance C-33507, the City of Spokane created the Citizen Street Advisory Commission (CSAC) in 2004. The CSAC is a technical accountability commission which meets monthly to review plans, costs, financial records, timeliness, appropriate use of materials and technology and other measures related to the maintenance, repair, improvement and restoration/rehabilitation of City streets and related structures.

The CSAC has been meeting since January of 2005 and is responsible for advising and informing the Mayor, City Council and the citizens of Spokane on all matters related to the above with special emphasis placed on 2004 Street Bond Program projects.

Since its' inception, the CSAC has discussed many issues related to streets and transportation, and developed or approved some policies, which are relevant to the Bond Program. CSAC members emphasize that the Commission is an *advisory* body and they set or develop minimal policies and procedures. The CSAC role is structured more to oversee the processes and policies already in place than to develop new ones.

## LOCAL IMPROVEMENT DISTRICT PROGRAM CRITERIA

### ***Funding Levels:***

- 1/3 for frontage streets.
- 1/2 funding for side streets. (Done to complete neighborhoods to get side streets paved along with frontage streets).
- Composite Bond funding over 10 year program not to exceed 50% including Bond affidavit funds.

### ***Affidavit Funding:***

- For low-income owner occupied residential.
- Not available for commercial owners.
- Administered by Community Development.

### ***Community Development LID Funding:***

- 1/3 CD money can be used in conjunction with 1/3 Bond funding to help income-qualified neighborhoods get 66% funding.

### ***Choosing Projects:***

- Engineering Services will generate a running LID project list, from active petitions and paving waivers, based on Geographic Distribution by Council District.
- The project list will be presented to the CSAC on a regular basis for review.
- Petition LIDs are placed ahead of those on the approved list.
- The LID should meet the City of Spokane minimum design standards, and
- There should be an existing road with an established use, and
- There should be existing development (houses), or
- The previous two bullets can be overridden if there is some benefit that can be identified and approved on a case-by-case basis by CSAC.

## DESIGN DIRECTION/USUAL AND CUSTOMARY CONSTRUCTION ITEMS & PROCESSES

- When street signs and poles regulating traffic are in good condition they will be retained if possible.
- New PVC conduit shall be installed as part of street rehabilitation bond projects when Engineering Services staff determines that it is advisable and reasonable to do so and in the best interest of the City of Spokane. When conduit is in good condition it will be retained if possible.
- Replacement of signal lights will be considered by the CSAC on a case-by-case basis.
- Arterials will receive durable marking; local access streets will receive painted striping. The Street Department will make appropriate determinations on a case by case basis as to which streets will receive paint striping or pedestrian crosswalk striping. Not all streets will receive painted striping or marked pedestrian crosswalks.
- Curbs are part of the roadway structure and will be evaluated by City Staff based on its remaining service life. If it is determined that a curb has less than twenty years of life, it will be replaced.
- Existing sidewalk which is determined to significantly detract from a project, due to their location or condition, will be discussed with the CSAC on a case-by-case basis. Under the Bond program, new sidewalks will not be added where none already exist.
- Street lighting will *not* be paid for through the Bond program.
- Wheelchair ramps will be installed as required by the Americans with Disabilities Act.
- Storm drainage systems are part of the roadway system and will be evaluated by City staff, and the CSAC if needed, on a case-by-case basis.
- Where tree removals are necessary, the Bond Program will pay for replacement trees, provided that the replacement trees will be of the appropriate size and species for that location and planting area. Replacement trees will be planted in locations near the street when possible, in order to provide aesthetics and shade for the street and sidewalks, but will not recreate or exacerbate the existing damage to nearby structures, or cause a safety hazard. Decisions regarding species selections and planting locations will be made by City staff, in consultation with the Urban Forestry Commission and the City Arborist. Every reasonable effort will be made to preserve existing healthy trees when it is determined by staff that they will not cause a safety hazard to nearby pedestrians or motorists, or cause further structural damage to the nearby curbing, sidewalks and street pavement.

Engineering Services will identify Street Bond projects which may require tree replacements well in advance of that project and will work with nearby homeowners and residents to minimize the impact of removing and replacing street trees.

**DESIGN DIRECTION/USUAL AND CUSTOMARY CONSTRUCTION ITEMS  
& PROCESSES (CONT.)**

- Adjustment of City-owned utilities will be treated as street improvement projects and funded by the utility. Private utilities will continue to be responsible for adjusting their own structures.
- Where work disturbs existing landscaping, it will be restored.
- Pedestrian, traffic calming and bicycle amenities or improvements will *not* be addressed through the Bond program. The mandate approved by the voters for the 2004 Street Bond projects is to rehabilitate our arterial and neighborhood streets as well as to pave some of the unpaved streets in Spokane, through a Local Improvement District Program.

There are other desirable programs and objectives which are important to our community, but where no funding source has yet been identified or secured. Some of these objectives and desired improvements are outlined in the Comprehensive Plan, the Traffic Management Guidelines, and in the Vegetative Management and Urban Forestry programs. The Citizen Streets Advisory Commission is aware of these programs and supports their worthy objectives.

The 2004 Street Bond Program does not including funding for these programs or improvements in our rehabilitation work, however.

- The Bond program will *not* fund widening or narrowing of the existing roadway as they are *reconstruction* projects and the Bond only pays for *maintenance* and *repair* projects.

Maintenance and repair projects are considered work activities and the use of materials directly related to the construction and rehabilitation work required to return a street, or a section or portion thereof, and its ancillary sidewalks, curbing, lighting, striping, markings and related structures, to their full service life. Such rehabilitation work may include, but is not limited to, full reconstruction, grind and overlay repair, or crack sealing or fog sealing.

All maintenance and repair work will be completed using the City of Spokane Supplemental Specifications as well as the Washington State Department of Transportation and Federal Disabilities Act specifications for that type of roadway or sidewalk and curbing.

## UTILITY MATCH PROGRAM- SELECTION CRITERIA

- Must reconstruct or rehabilitate the remaining portion of a roadway not affected by utility projects.
- Construct the improvements necessary to restore the roadway to a 20 year design life (reconstruction vs. grind/overlay).
- Only roadways in degraded condition are eligible.
- Not to be used to offset roadway restoration costs incurred by the utility company.
- Must review street and utility programs for projects in the same location that could restore the pavement through other means.
- Must visually evaluate the roadway condition.
- If the visual evaluation agrees with the pavement rating, a recommendation as to the level of repair must be made.
- If the visual evaluation does not agree with the pavement rating, field data must be collected (pavement thickness, age, underlying material, etc.) A level of repair must be recommended based on the evaluation.
- Bring funding request to CSAC with photos, supporting data and estimates.
- Must evaluate effects due to lateral cuts and other associated work.
- Will *not* be used to construct sidewalk or provide other ancillary roadway improvements.
- Americans with Disabilities Act upgrades are required.
- All other work items related to drainage, curb condition, sidewalk trip hazards, etc. will be evaluated based on guidelines outlined on pages 5 and 6 of this document .
- The portion of the roadway width to be paid for by the 2004 Street Bond program must be *at least* ½ of driving lanes.
- Funding the project must not exceed the fund balance.
- Two categories of projects to be considered for funding:

### ***Full depth reconstruction:***

- The roadway is sufficiently deteriorated to warrant reconstruction.
- Engineering Services and Streets Departments have provided sufficient information to make this decision based on:
  1. Pavement rating
  2. Visual evaluation and photo documentation
  3. Data analysis and engineering evaluation

## UTILITY MATCH PROGRAM- SELECTION CRITERIA (CONT.)

### *Preservation:*

- The roadway will deteriorate sufficiently within ten years such that it will require reconstruction if no preservation is provided.
- The existing pavement structure is sufficient to ensure that preservation treatment will extend the service life of this roadway beyond fifteen years.
- Sufficient information has been provided by Engineering Services and Streets Departments to make this decision.
  1. Pavement rating
  2. Visual evaluation and photo documentation
  3. Data analysis and engineering evaluation



## **SUPERPAVE**

Acronym for ‘Superior Performing Asphalt Pavements’

Superpave is the process of custom designing asphalt pavement for the roadway to be paved. The asphalt is made specifically to suit conditions such as traffic volume, vehicle weights and typical high and low temperatures in an effort to reduce rutting and other breakdown of roads.

In the past, CSAC reviewed the use and cost effectiveness of superpave in relation to various projects. As superpave is now the only method used, it is not an option to review it in comparison to other paving methods.

**REQUIREMENTS OF THE STREET BOND PROGRAM IN RELATION  
TO THE COMPREHENSIVE PLAN**

2004 Street Bond Program projects are considered maintenance projects and therefore are not generally subject to the City's Comprehensive Plan guidelines transportation section, although efforts *are* made on a voluntary basis to meet those guidelines where possible.

A letter from Assistant City Attorney Mike Piccolo regarding the Street Bond Program and its application in relation to the Comprehensive Plan is included as an appendix to this report.

## QUALITY ASSURANCE/QUALITY CONTROL

The CSAC reviews the Quality Assurance/Quality Control (QA/QC) process periodically or when called into question, but did not establish the process.

There are four phases involved in the Quality Assurance/Quality Control process:

### *Design Phase-*

I. The Materials lab obtains core samples of the existing roadway

### *Pre-Construction-*

- I. The lab reviews submitted materials for job specification compliance using WSDOT's materials laboratory website for "Aggregate Source Approval Report" & "Qualified Product List"
- II. Lab approves or rejects specific materials & Hot Mix Asphalt (HMA) design.
- III. Gather samples of approved materials for lab testing prior to construction.

### *During Construction-*

- I. Lab obtains aggregate, oil, and asphalt mix samples from asphalt manufacturing plant.
- II. One QA/QC test is conducted per 800 tons of asphalt placed, with a minimum of 1 test per day.
- III. Each test is performed to verify compliance with the approved HMA job mix formula.
- IV. Asphalt supplier is notified immediately of test results for each test performed.

### *Post-Construction-*

- I. Lab testing determines a material's maximum density.
- II. Field inspectors use nuclear densometer gauges to test compaction in the field.
- III. Aggregate base courses must be at 95% maximum density.
- IV. Asphalt must be at 91%, statistically, of rice density.
- V. Asphalt compaction testing - 5 random areas must be tested per 400 tons of placed pavement.
- VI. Post-construction core samples are taken.
- VII. Lab tests determine actual asphalt densities.
- VIII. In-field compaction readings are then adjusted.
- IX. Pay factors are determined based on compaction test results.

### **CLEAR ZONE POLICY**

CSAC reviewed the Clear Zone Policy and believes that it is outside the scope of the work that they do.

### **PAVEMENT CUT POLICY**

CSAC reviewed a draft of the Pavement Cut Policy at the February 2, 2005 meeting.

**SPECIFICATIONS AND STANDARDS USED BY THE CITY OF SPOKANE  
FOR CONSTRUCTION AND ENGINEERING DESIGN**

Besides the policies listed previously in this report, City projects also conform to the most recent versions of the following standards and specifications adopted by the City of Spokane, including current amendments and revisions thereto.

**Construction Plans:**

- City of Spokane Standard Plans
- Project specific plans for projects awarded by the City of Spokane
- Plans approved for construction by City of Spokane Engineering Services Department for construction under private contract

**Specifications for Construction:**

- Washington State Department of Transportation Standard Specifications including current amendments
- City of Spokane Supplemental Specifications to the WSDOT Standard Specifications
- Project specific Contract Provisions for projects awarded by the City of Spokane

**Engineering Design:**

- City of Spokane, Engineering Services Department, Design Standards
- Washington State City/County Design Standards
- AASHTO Policy on Geometric Design of Highways and Streets
- City of Spokane Clear Zone Policy
- ADA Standards

**APPENDIX A**

**Comments from City of Spokane Assistant City Attorney**



## MEMORANDUM

February 9, 2006

TO: Mayor Dennis Hession  
Joe Shogan, City Council President  
Members of the City Council  
Jack Lynch, Deputy Mayor

FROM: Michael J. Piccolo, Assistant City Attorney

SUBJECT: Bernard Street Trees

CC: Roger Flint, Director of Public Works and Utilities  
Mike Stone, Director of Parks  
Tom Arnold, Director of Engineering Services  
Scott Egger, Director of Streets  
Howard Delaney, Acting City Attorney

There are numerous provisions in the Spokane Municipal Code and Comprehensive Plan regarding street trees. This memorandum will attempt to summarize the more relevant provisions.

SMC 12.02.912 A. provides that the "director" may authorize or order removal of or may remove street trees situated in the right-of-way whenever:

1. The tree or shrub is hazardous or other good cause.
2. The tree or shrub is damaging public improvements or public utilities and removal is necessary because of the installation of, or potential or actual damage to, a sidewalk, parkway, curb, gutter, pavement, sewer line, underground utility or other municipal improvement.
3. There is infection or infestation of trees or shrubs with a disease or pest detrimental to the growth, health or life of such trees and which infection or infestation cannot be controlled or removed.
4. The vegetation obstructs rights-of-way, authorized traffic signs or is determined to interfere with line of sight or creates other identified traffic or safety concerns.



5. The tree's health is severely degraded because of improper pruning, including severe crown reduction.

SMC 12.02.912 B and C provide that when the Engineering Services Department determines that vegetation obstructs a public right-of-way, the Engineering Services Department notifies the Director of Parks. The Director shall require replacement with trees or shrubs that are appropriate for the location, unless replacement is not possible.

SMC 12.02.912 E. provides that for city projects which will require removing one or more trees, the "department" will notify the property owners thirty days prior to the proposed date of removal and a copy of the notice shall be delivered to the Office of Neighborhood Services.

Under the Urban Forestry Program, SMC 12.02.900-.958, the Parks Director is designated as the responsible official for administering the program. SMC 12.02.904 B. The term director is defined to mean the Director of Parks and Recreation. SMC 12.02.936.

There are also provisions of the Urban Forestry Program regarding decisions of the Director of Parks being appealed first to the Urban Forestry Tree Committee, then to the Hearing Examiner and finally to court. However, a decision by the Director of Engineering Services that trees have to be removed for a public works project and the notice issued pursuant to SMC 12.02.912 E. are, arguably, not decisions of the Director of Parks subject to appeal. At a minimum, the Director of Engineering Services should provide notice to the Parks Director that certain streets trees will need to be removed because of a public works project. The Parks Department, perhaps in conjunction with the Engineering Department, should provide written notice to the affected property owners at least thirty days prior to the proposed date of removal, along with a copy to the Department of Neighborhood Services. I would also suggest sending copies through the Department of Neighborhood Services to the affected neighborhood councils.

City departments are authorized to obtain an annual permit to perform pruning, planting, or removal of trees within the right-of-way. SMC 12.02.910 D. The permit imposes the responsibility to include an annual plan that identifies work that will be done during the year and the filing of a quarterly report which will identify all work done on street trees and trees in public places.

There are also several provisions of the SMC regarding the duties of property owners in regards to trees. SMC 12.02.0202 provides that owners of property must remove or destroy all trees which are growing on their property

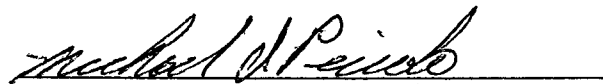
in such a manner as to obstruct or impair the free and full use of the sidewalk or street by the public and that such condition is a nuisance.

The City's Comprehensive Plan also refers to street trees. Transportation Policy 7.4 refers to street trees in regards to pedestrian buffer strips. Transportation Policy 7.3, entitled "Street Trees," provides: "Planting street trees wherever possible to enhance the transportation environment." Policy 7.3 also states that: 1) one concern in planning for street trees is to ensure that public safety is protected by preventing sidewalks and curbs from being damaged by tree roots and 2) poorly selected or poorly maintained trees can present other problems, including interfering with overhead utility lines and underground utilities. Natural environment Policy 12.1 provides that installing street trees planted in buffer strips between the curb and sidewalk should be included in every street project or private development. Design/Preservation Policy 1.3 provides that the City must establish a no-net-loss position for the existing quantity of urban trees and develop a mechanism to require tree replacement on public lands, and recognizes that while it is impractical to require replacement trees to be of like size, the existing character, site, and the desired effect should be considered in determining the minimum size and species. Transportation Policy 4.2 provides that Street trees should be planted "wherever possible to enhance the transportation environment" and that street trees should be a part of the streetscape, wherever possible. In conjunction with the Bernard Street Reconstruction Project, the City is proposing to replace the estimated twenty-two trees with twenty-four new trees.

I cannot find any provision of the municipal code or the comprehensive plan that would prohibit the removal of street trees when necessary for street construction. Nor can I find any provision that gives exclusive jurisdiction to the Urban Forestry Program so as to mandate that a public works program could not go forward if a street tree was to be removed.

Certainly the municipal code and comprehensive plan encourage and even require the development of an urban forestry program and the protection of street trees. But the code and plan also recognize the need for a replacement program and the prevention and elimination of street trees that cause damage to the public right-of-way, including sidewalks, curbs, utilities and streets. However, neither the municipal code nor the comprehensive plan prohibits the removal of street trees when required due to a public works project. The comprehensive plan would require the City to have a plan for the replacement of street trees, which is contemplated with the Bernard Street Reconstruction Project.

It is my recommendation that the Engineering Services Department should notify the Director of Parks to inform him of the nature and scope of the project, the reason why certain street trees will need to be removed and the replacement plan. The Engineering Services Department should also consult with the Urban Forestry Tree Committee and the Park Department's arborist to determine what type of replacement trees would be best for the location. The Engineering Services and Parks departments should also send the required notice to the affected property owners. Finally, the Engineering Services Department and other departments in a similar situation should obtain an annual street tree permit as set forth in SMC 12.02.910 D.

A handwritten signature in cursive script, reading "Michael D. Peirce", is written above a solid horizontal line.