

Memorandum



CITY OF DALLAS

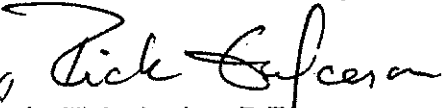
DATE December 30, 2011

TO The Honorable Mayor and Members of the City Council

SUBJECT Alleys Briefing
January 4, 2012 City Council Briefing

On Wednesday, January 4, 2012, you will be presented with a briefing on Alleys. A copy of the briefing material is attached.

Please let me know if you have any questions or need additional information.

for 
for Jill A. Jordan, P.E.
Assistant City Manager

Attachment

c: The Honorable Mayor and Members of the City Council
Mary K. Suhm, City Manager
Thomas P. Perkins, Jr., City Attorney
Rosa Rios, Acting City Secretary
Craig Kinton, City Auditor
Judge C. Victor Lander, Administrative Judge
A.C. Gonzalez, First Assistant City Manager
Ryan S. Evans, Assistant City Manager
Joey Zapata, Assistant City Manager
Jeanne Chipperfield, Chief Financial Officer
Jack Ireland, Director, Financial Services
Edward Scott, Director, Controller's Office
Stephanie Pegues-Cooper, Assistant to the City Manager, Mayor and Council Office
Rick Galceran, P.E., Director, Public Works

The City of Dallas Alleys

City Council Briefing

January 4, 2012



Outline of Today's Discussion

- **Alley history, types and amount**
- **How alleys are used**
- **Alley conditions**
- **Alley challenges**
- **Maintenance & funding for alleys**
- **Funding requirements**
- **Recommended improvement approach**
- **Other alley issues**

Alley History

- Construction of alleys in Dallas began in 1920
- The standard alley pavement width has varied
 - Varying widths pavement prior to 1964 – 120 miles
 - 8-foot pavement (1964 to 1980) - 705 miles
 - 9-foot pavement (1980 to 1990) - 45 miles
 - 10-foot pavement (1990 to present) - 345 miles
- Alleys have been constructed within varying widths of right-of-way (ROW)
 - Prior to 1964, there was no standard ROW width
 - Since 1964, the City has had a 15-foot ROW

Note: Only 24.7% of all alleys have 10-foot pavement in a 15 foot ROW

Alley Types and Size of System

- Alleys have been constructed using several different materials including:
 - Concrete (1,106 miles)
 - Asphalt (109 miles)
 - Dirt/Gravel/Flexbase (187 miles)

- Amount of alleys
 - 1,402 miles of alleys citywide
 - 1,215 miles paved (86% of all alleys)
 - 187 miles unpaved (124 miles used for sanitation collection)

Alley Uses

- Property access
- Stormwater drainage
- Garbage/recycling collection
(approx 40% of all collections are in alleys)
- Public & private utility routes (approx 83% of alleys have at least one utility such as water, wastewater, electric, phone, gas & cable)

Alley Challenges

- **Vegetation overgrowth**
- **Alley widths and encroachments**
- **Garbage pick-up problems**
- **Utility issues**
- **Alley maintenance & funding**
- **Current & future development**
- **Unused alleys**

Challenges

Maintaining and improving alleys is difficult due to:

- Narrow pavement and rights-of-way
- Encroachments
 - Overgrowth: trees, vegetation, and landscaping
 - Structures: fences, buildings, overhangs, poles, wires
- Restrictive corners and intersections
- Deteriorated alley conditions
 - Poor drainage
 - Poor utility cuts
 - Traffic/usage over time
 - Weather impacts

Challenges

□ Encroachments

- Overgrown vegetation
- Owner responsibility to remove
- Enforced by Code Compliance

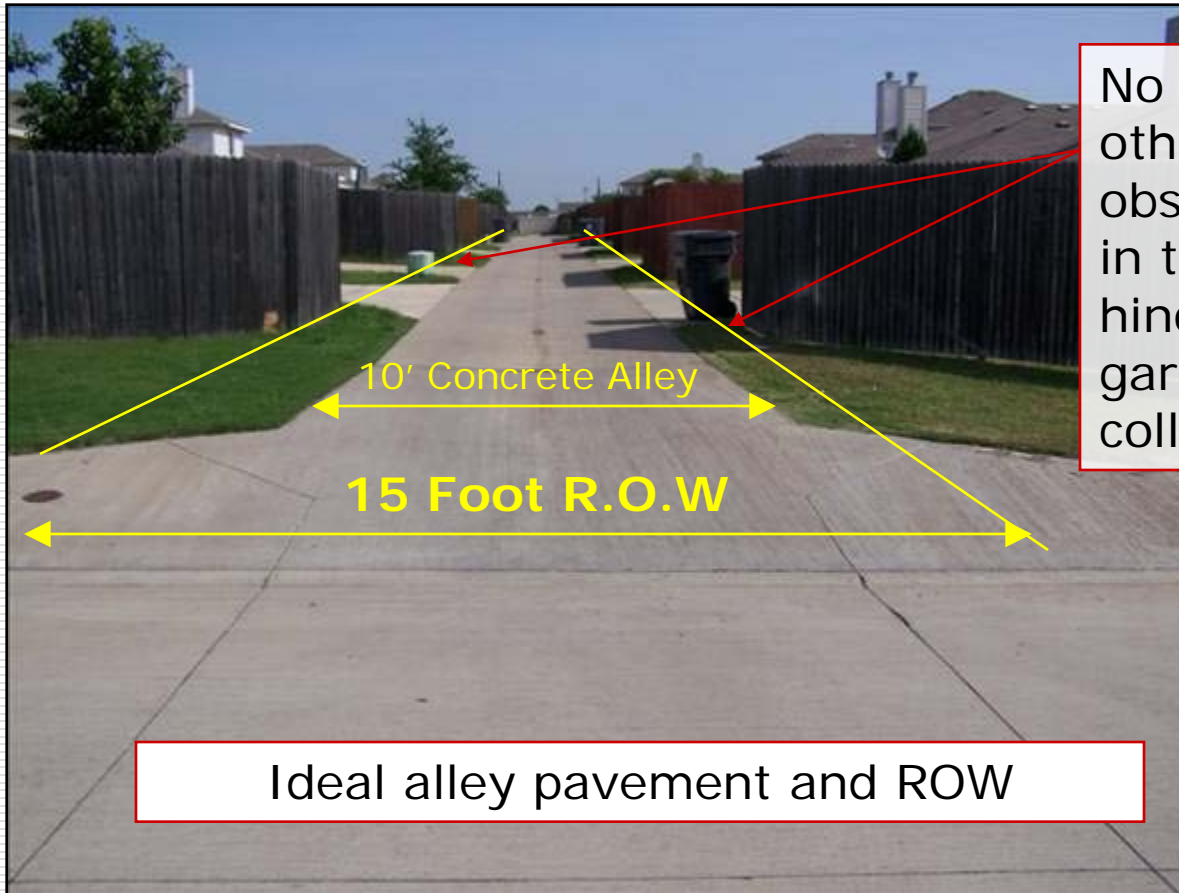


Challenges

Sanitation Collection

- Automated sanitation trucks are 9.6 ft from mirror to mirror
- Most Sanitation trucks are 8 ft from wheel to wheel making it a challenge to stay on the pavement
- Vehicles running off the pavement cause the edge to wear and crack
- 99% of off-pavement rutting is along 9-foot wide or narrower pavement
- Injury to personnel, damage to equipment, and private property results from use of inadequate alley clearance

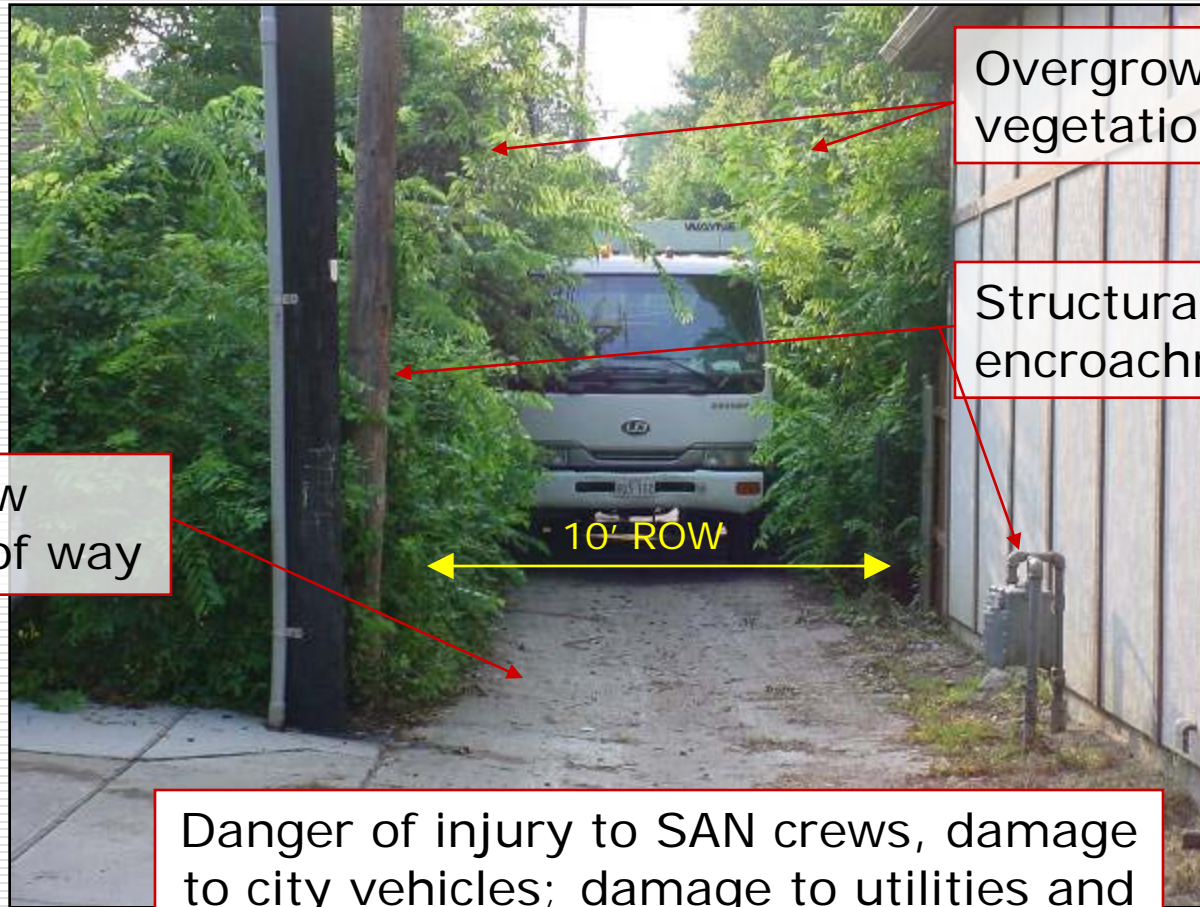
Challenges



Challenges



Challenges



Overgrown
vegetation

Structural
encroachments

Narrow
right of way

Danger of injury to SAN crews, damage to city vehicles; damage to utilities and private property

Challenges

Recent asphalt
repair-service
request

Past alley clip
repair to expand
the width of the
alley to prevent
rutting



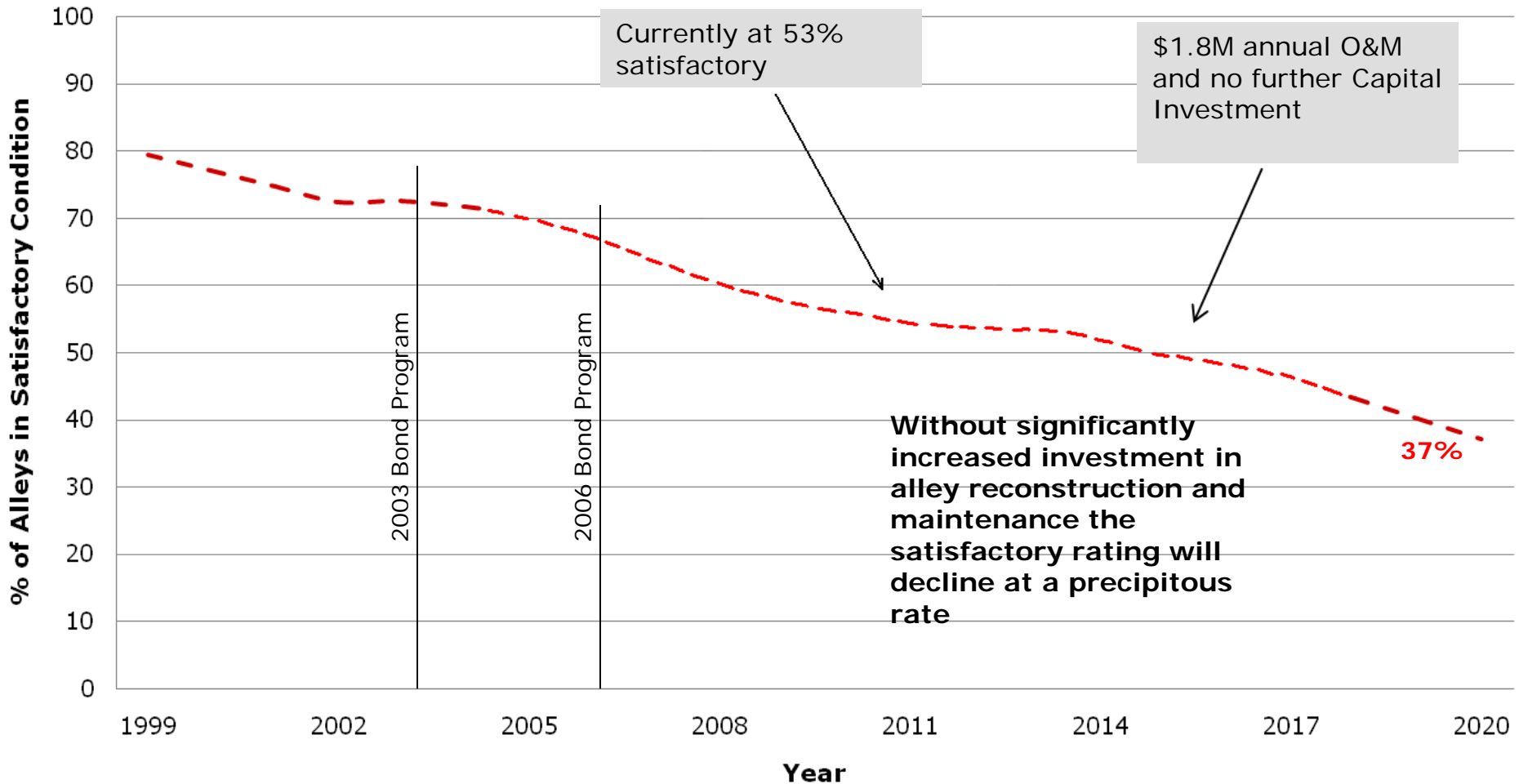
Narrow turning
radii force
vehicles off the
roadway causing
rutting

Alley Condition

- The City of Dallas began rating alley conditions in 1993
- Beginning in Oct 2009, one half of the alleys are evaluated each year using the new Pavement Management System and equipment, replacing the old method of windshield observations
- A letter grade rating is assigned based on condition
 - A - Good
 - B – Acceptable
 - C – Fair
 - D – Poor
 - E – Failed
- Satisfactory condition refers to C or higher rating

Currently 53% of Rear Access/Garbage Collection Alleys are in Satisfactory Condition

Resulting Alley Conditions in 2020 With Flat O & M Investment Level and No Additional Capital Investment Beyond the 2006 Bond Program



Alley Funding

Routine maintenance and reconstruction are funded through three primary sources:

- Dept of Street Services - general fund budget
 - Pavement repairs
 - Alley widening & clips

- Public Works - capital bond program (approx. 2.0 miles per year)
 - Petition new alleys
 - Reconstruction of alleys

- Dallas Water Utilities - pipeline replacement program
 - Alley reconstruction after replacement of old water and/or wastewater lines (approx. 3.4 miles per year)

Streets Department - Alley Maintenance

- ❑ Since 1995 the Dept of Street Services has concentrated its resources on addressing street issues as opposed to alleys
- ❑ 1,700 is the average annual number of service requests received by the Dept of Street Services in the past 8 years
- ❑ Dept of Street Services average operating funds for alleys in the past 8 years has been \$1.8M annually
- ❑ \$2.9M annually is the estimated O&M amount needed to offset the continuous decline of the alley conditions

Maintenance Visual Comparison

Street before repair



Alley before repair



VS

Street after repair



Alley after repair



Alley Maintenance Activities



Concrete alley
with asphalt
repairs



Repairs are often
temporary in nature

Public Works – Capital Bond Program

Two types of capital projects related to alleys

- **Petition** – Paving unimproved alleys

- Property owners are assessed on the construction of pavement or increase to property value
- Assessment costs are the lowest between pavement construction cost (approx. \$50 per foot for the width of property) or the enhancement value to the property
- CDBG funding for assessment cost are available to qualifying property owners

- **Reconstruction** – existing alley pavement is replaced and/or widened

- Property owners are not assessed for up to a 10-foot pavement replacement

Public Works – Capital Bond Program

- ❑ **\$544 Million is required to achieve 100% satisfaction rating** of C or better in 2020 for alleys with rear access/garbage & recycling collection (which includes \$177.7M to pave all unpaved alleys)

- ❑ Public Works - Capital Program Funding Amounts

<u>Year</u>	<u>Petition</u>	<u>Reconstruction</u>	<u>Total</u>
2003	\$3.4M	\$14.3M	\$17.7M
2006	\$0.9M	\$6.8M	\$7.7M
2012	\$1.6M*	TBD	TBD

- ❑ There are 11 alley projects valued at 1.6M awaiting funding on a future bond program

* Current total of valid petition projects awaiting funding

To Achieve in 2020 a 100% Satisfactory Rating of C or Better

\$544million (an average of \$68M total annually beginning now through 2020 including both capital and operating & maintenance) for alleys with rear access/garbage & recycling collection

Given the significant cost associated with achieving this 100% satisfactory rating, more realistic options must be explored...

How do we begin to approach a solution?

- Currently 53% of rear-entry and/or sanitation route alleys are in satisfactory condition and our current goal for street conditions is 87%
- Initially several strategies were explored to improve the condition of rear-entry and/or sanitation route alleys across the city
 - Option 1: Achieve a 75% satisfactory rating by 2020
 - Option 2: Achieve an 85% satisfactory rating by 2020
 - Option 3: Achieve a 75% satisfactory rating by 2030
 - Option 4: Achieve an 85% satisfactory rating by 2030

Summary of Projected Costs

Costs in \$Millions (2011 Dollars without appreciated interest)

To Achieve	Avg Annual O&M*	Avg Annual Capital**	Total Avg Annual Cost	Total O&M	Total Capital	Total
Option 1 – 75% by 2020	\$2.9	\$16.2	\$19.1	\$23.2	\$152.8	\$176.0
Option 2 – 85% by 2020	\$2.9	\$34.0	\$36.9	\$23.2	\$272.0	\$295.2
Option 3 – 75% by 2030	\$2.9	\$8.5	\$11.4	\$52.2	\$152.8	\$205.0
Option 4 – 85% by 2030	\$2.9	\$15.1	\$18.0	\$52.2	\$272.0	\$324.2

Council Considerations

To minimize the impact to the City's annual budget, implement a strategy that achieves a 75% satisfactory rating for rear-entry and/or sanitation collection alleys by 2030

- Increase O & M funding by \$1.1M to \$2.9M through FY2012-2030 either by raising taxes or cutting other expenses
- Make alleys a high priority for future bond programs and include \$8.5M annually on future Bond Programs
- Assuming the next bond program covers 5 years, allocate \$42.5M on the 2012 bond program for alleys

Other Issues

- Should the City continue to pave unimproved alleys?
- Should the City establish policy & goals for a desired level of alleys satisfactory condition?
- Should the City consider moving some or all sanitation collection out of alleys?
- Should the City maintain alleys other than those used for rear-entry/sanitation collection?
- Should future development allow alleys?

Other Issues

- Can the City abandon its alleys to the property owners?

Issues to be considered with alley abandonment:

- Many alleys have utility easements and may require utility relocation
- Unpaved alleys without utilities can more easily be abandoned
- Alley abandonment will require replating by the property owners
- Some cities have deeded unused alleys (without utilities or trash collection) to property owners
- Some cities allow property owners to acquire alleys provided they survey/replat the property, relocate or make access accommodations for utilities

Questions and Comments
