



DOUGLAS COUNTY
ADMINISTRATIVE POLICIES AND PROCEDURES

TITLE County Assisted Paving Project (CAPP) Gravel Road Paving Assistance	Approval Date April 16, 2014
POLICY CUSTODIAN Public Works Operations	Revision Date April 30, 2014

PURPOSE: To provide a method for partnering with residents to pave public residential gravel roads.

DEPARTMENTS RESPONSIBLE: Public Works Operations

DEPARTMENT(S) AFFECTED: Public Works Operations

POLICY: This policy provides criteria for the formation and implementation of County-Assisted Paving Projects (CAPPs). The purpose of the CAPP program is to provide a method for assisting property owners in the paving of public residential gravel roads that were not paved when the development was initiated. The primary reasons that graveled roadways are paved are; a) to improve driver safety including stopping distance, b) to reduce required routine maintenance, and c) to reduce airborne particulates.

The CAPP program is designed to be an alternative program to the establishment of a Local Improvement District (LID) and is intended to be used on public residential gravel roads where LIDs are not considered practical.

If the property owners in a neighborhood desire to implement a CAPP, this policy requires them to partner with the County by paying the estimated cost of paving and shouldering materials, ditch stabilization materials and drainage improvements (“Construction Materials”) to be used on the project. If the formation of a CAPP is approved, Douglas County will provide in-house manpower and equipment to construct the improvements. County funding and manpower may affect the timing of a CAPP.

Property owners will be responsible for determining neighborhood support for a potential CAPP by initiating discussions and by garnering financial support for the project. The contribution of funds toward the cost of Construction Materials is voluntary, and it is expected that property owners in support of the project will contribute the cost of Construction Materials.

Although the paving of gravel roads can have perceived positive benefits to property owners, paving can also have perceived negative impacts, particularly in regard to equestrian use and to changes to the character of the neighborhood. Procedures contained within this policy require notification of a proposed CAPP to be made outside the immediate project area and require consideration of equestrian use in the roadway design.

ELIGIBILITY:

Neighborhoods with gravel roads may be eligible for the formation of a County-assisted Paving Project (CAPP) provided the following requirements are met:

1. The roadway(s) must be currently maintained by Douglas County. Construction of new roads or paving of roads that are currently privately maintained will not be considered for a CAPP.
2. The project must be free of complex design issues and must only involve minor earthwork and drainage work or other utility work.
3. The project can be completed by in-house crews without affecting other scheduled work.
4. The project will have the support of seventy percent (70%) of the affected property owners. Affected property owners will be those as shown on Attachment A – *Illustration of Properties to be Included in County-Assisted Paving Project (CAPP) Voting Area*.
5. The proposed paving project must connect to an existing paved road (maintained by the County) to provide continuity of travel and maintenance.
6. The traffic volume on the roadways, within the proposed CAPP, is more than 100 vehicle trips per day or the project is an extension of a previous CAPP or LID.

PROCEDURES:

Property owners' responsibilities:

Property owners within the proposed CAPP will be responsible for initiating the formation process which may include holding informal meetings and discussions, to determine preliminary support for the project. A property owner within the proposed CAPP will be designated by project supporters as the liaison between the County (Public Works Operations Director or his designee) and the CAPP proponents and will be referred to as the CAPP Representative. A map similar to Attachment A – *Illustration of Properties to be included in County - Assisted Paving Project (CAPP) Voting Area* will be the responsibility of the CAPP liaison.

Development of costs for Construction Materials:

Douglas County Public Works Engineering staff will prepare a cost estimate for the Construction Materials to be used on the proposed paving project. The cost estimate will be derived from proposed roadway dimensions per County criteria and from annually established County material bid prices. A contingency amount of ten percent (10%) will be added to the estimated material costs to account for potential cost overruns.

Development of a project information sheet:

The CAPP Representative will prepare a project information sheet that will be distributed by the CAPP representative to property owners within the proposed CAPP. County staff will assist the CAPP representative in the preparation of the project information sheet. In order to minimize potential misunderstanding, the CAPP Representative will distribute only County-approved or County-prepared informational material.

Neighborhood informational meeting:

The CAPP Representative will initiate a neighborhood informational meeting, scheduled and coordinated with Douglas County staff, to discuss:

1. Potential benefits from forming a CAPP
2. Potential impacts from paving gravel roads
3. CAPP formation process
4. Anticipated cost of the project
5. Anticipated schedule
6. Roadway design considerations

The CAPP Representative will be responsible for coordinating and arranging the venue for the meeting. With assistance from County staff, the CAPP Representative will provide a formal meeting notification to the owners within the proposed CAPP. Said notification will be sent to owners of property as they appear on the County's assessment records. The notification will contain a description of the proposed CAPP, the meeting location, the meeting date and the meeting time. A project information sheet will be sent via first-class mail to all property owners within the proposed CAPP (per Attachment A) informing them of the informational meeting. County staff will review the project information sheet and the mailing list prior to notifications being sent out. The cost of mailing said notifications will be the responsibility of the CAPP proponents.

Preliminary notification to neighborhood associations:

The intent of the CAPP process is to provide an opportunity for property owners to improve roadways to a paved condition; however, Douglas County also realizes that paving public residential gravel roadways can be a divisive issue that can affect interests well beyond the area of the proposed CAPP. For that reason, Douglas County requires notification of the proposed CAPP to be sent to all adjacent neighbors, homeowner associations, civic associations, districts, and any other Douglas County recognized entity within the subdivision. With oversight from County staff, the CAPP Representative will send an informational meeting notice to each of these neighboring entities. When appropriate, these entities will be encouraged to place information regarding the proposed CAPP within their newsletter to inform other residents within the neighborhood of the informational meeting.

Petition process to determine project support:

If CAPP proponents wish to proceed with the CAPP process after completion of the neighborhood informational meeting, the CAPP Representative will circulate a petition to the property owners (as shown on Attachment A), who are immediately adjacent to the paving project. The petition shall contain a description of the proposed project, including the cost of Construction Materials that property owners within the CAPP will be financially responsible for. Those owners who are in support of the proposed CAPP will sign the petition. The petition must have the support of at least seventy percent (70%) of the owners of property within the proposed CAPP. Each individual lot within the CAPP, as recognized by the County Assessor's Office, will receive one vote in the petition process. All owners on the property deed must be in support of the CAPP in order for the property to be considered in support of the CAPP. County staff will contact those property owners who have signed the petition to verify the vote.

Collection and deposit of funds for Construction Materials:

The CAPP Representative will be responsible for collecting the necessary funds for the Construction Materials and for depositing those funds into a bank escrow account. The bank account will be set up to recognize individual contributions from property owners so said funds can be returned in the event the CAPP does not proceed. It is expected that all project supporters who sign the petition will contribute financially toward the project. Full project funding must be deposited into escrow before County approval of the CAPP.

County approval of the CAPP:

It will be the responsibility of the Douglas County Manager to provide final approval of the CAPP. County verification of adequate property owner support and verification of the deposit of funds for Construction Materials will be required prior to approval.

If the CAPP is approved by the County Manager, the CAPP Representative will be responsible for providing an electronic transfer to the County Treasurer's Office, in the amount necessary to cover the estimated cost of Construction Materials.

Said funds will be used by the County to pay the cost of Construction Materials, as needed. No reimbursement will be made if the cost of Construction Materials is less than that estimated and no additional funds will be required if the cost of Construction Materials is greater than that estimated.

A receipt from the Douglas County Treasurer's Office will be provided to the CAPP Representative for the funds that have been deposited. Douglas County Finance will coordinate appropriating these funds through a supplemental budget providing spending authority to draw upon for Construction Materials during the construction period.

County contribution to the CAPP:

Douglas County will provide in-house construction crews, equipment, construction plans, drainage analysis, vehicle trips per day (vpd) determination, and supervision necessary to construct the project, provided such support will not affect other scheduled projects. The potential for County support will vary from year to year and CAPPs will be evaluated on a first come – first served basis.

Consideration of equestrian use:

If the subdivision or road where paving is to occur is considered by the County to be an area of equestrian use, the roadway design for the CAPP will take into consideration the construction of wider shoulders to accommodate equestrian use. Use of wider shoulders will be constructed unless such construction will necessitate the acquisition of additional right-of-way, will severely impact adjacent roadway drainage, or require the construction of permanent water quality improvements. The additional cost of widened shoulders will be included in the cost of Construction Materials to be paid by CAPP proponents.

Final notification prior to construction:

Upon approval of the CAPP, a second notification containing the project schedule and additional project information shall be sent to all property owners of record within the proposed CAPP, and to representative neighborhood associations. The information within the notification will be developed jointly by the CAPP Representative and County staff. The County will pay the cost of preparing and mailing the second notification.