

**San Luis Obispo Council of Governments  
Countywide Pavement Maintenance & Rehabilitation Needs Report  
2009 Update**

**Regional Summary**

**Introduction**

This is the fifth update of the Pavement Maintenance and Rehabilitation Needs Report (four others were done in 1999, 2002, 2006 & 2008) since it was first prepared in April 1997. It is intended to provide a comprehensive regional perspective on the changing condition of local streets and roads and to summarize local agency actions to implement their road maintenance programs.

**Report Objectives**

- Provide a comprehensive regional assessment of local road conditions, improvement actions, and funding needs.
- Identify more effective methods to address pavement maintenance, rehabilitation or reconstruction needs.

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2009 Conditions**

JURISDICTION	Centerline Miles (3)		ESTIMATED ROAD CONDITION (1) Centerline Miles by Category (2)							
			Bad (4)		Poor (5)		Fair (6)		Good/Best (7)	
	No.	% All	No.	%	No.	%	No.	%	No.	%
<b>Arroyo Grande</b>	60	4%	2	4%	8	13%	8	13%	42	71%
<b>Atascadero</b>	144	8%	45	31%	37	26%	31	22%	31	22%
<b>Grover Beach</b>	50	3%	5	10%	26	52%	4	8%	15	30%
<b>Morro Bay (9)</b>	53	3%	1	2%	7	12%	17	33%	28	52%
<b>Paso Robles</b>	151	9%	13	8%	22	15%	30	20%	87	58%
<b>Pismo Beach (8)</b>	48	3%	2	4%	3	7%	20	41%	23	48%
<b>SLO City</b>	124	7%	3	2%	9	7%	21	17%	91	73%
<b>Total Cities</b>	630	37%	70	11%	112	18%	131	21%	317	50%
<b>Unincorporated</b>	1,080	63%	36	3%	176	16%	228	21%	640	59%
<b>GRAND TOTAL</b>	<b>1,710</b>	<b>100%</b>	<b>106</b>	<b>6%</b>	<b>288</b>	<b>17%</b>	<b>359</b>	<b>21%</b>	<b>957</b>	<b>56%</b>

**NOTES:**

1. Pavement Condition Index (PCI): Bad 0-20; Poor 21-40; Fair 41-60; Good/Best 61-100
2. Centerline Miles per category rounded up and based on actual inventories or estimates
3. Total paved centerline road miles for each jurisdiction includes all functional classifications.
4. Miles rated bad typically require at least a 2" overlay. 5. Miles rated poor typically require a 1" overlay.
6. Miles rated fair typically require slurry sealing or patching. 7. Miles good or best require no work.
8. The City of Pismo Beach adopted a full update of its PMS program in November 2009.
9. The City of Morro Bay adopted a full update of its PMS program in early 2009

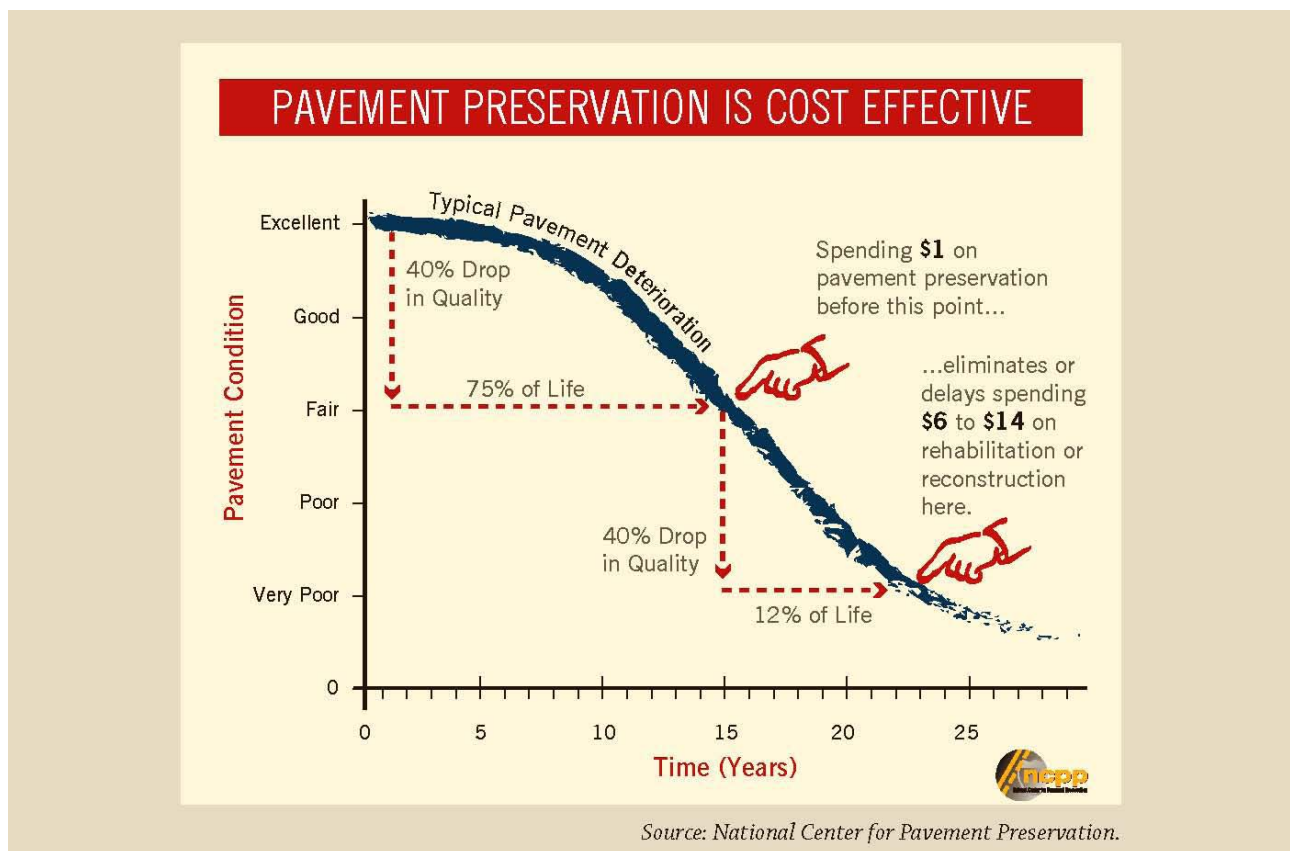
**Major Findings:**

**Overall Condition** - Since the 2008 update of this report the overall condition of all streets and roads in the region has declined slightly as the miles of roads (primarily in incorporated areas) rated fair, good or best declined from 1,331 miles to 1,316 miles (a 15 mile drop) and miles rated bad or poor increased by 14, from 377 to 395 miles (also primarily in unincorporated areas).

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**Value of Pavement Management** - Perhaps the most important investment made by local governments and the State is the street, road and highway system. In recognition of this fact, for many years the cities in the San Luis Obispo region and the County have maintained formal Pavement Management Systems (PMS) to document road conditions and forecast needed improvements. These systems, which are typically specialized computer programs, are used to manage pavement conditions so the system does not deteriorate below acceptable standards.

**Standard Methodology** – Most Public Works Departments use a standard methodology for determining the condition of pavement based on the Pavement Condition Index or PCI, which is a scale of 0-100 that rates the condition of pavement with a value of less than 10 being failed pavement and 100 being perfect pavement. The following chart illustrates how important timely and effective pavement management is to keeping costs as low as possible. This chart shows how the application of proper management techniques can maintain pavement condition as long as possible and prevent deterioration to a point that requires very costly rehabilitation or reconstruction.



**Major Factors** - The condition of local roads in the various jurisdictions throughout San Luis Obispo County vary widely from very good to very bad or even failed. This variation is due to a number of circumstances, including substandard original construction methods or materials to inadequate or poor application of maintenance techniques. As such, some jurisdictions, most notably Grover Beach and Atascadero are faced with the need to reconstruct a large part of their road systems. The County faces a similar but much more complicated set of circumstances with the need to maintain and improve over 1,000 miles of roads. Each jurisdiction is attempting to address its set of circumstances as effectively as possible given the limited funding which is currently inadequate to address all maintenance, rehabilitation and reconstruction needs.

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**Detailed Breakdown in City and County Road Conditions** – Since the last update of this report several jurisdictions (incl. the cities of Morro Bay, Pismo Beach, and San Luis Obispo and the County of SLO) completed comprehensive updates of their Pavement Management Systems (PMS) including their pavement condition inventories. From 2008 to 2009, the overall condition of local streets and roads changed as follows:

**1. All City & County Streets & Roads (1,703 Total Centerline Miles)**

- Bad miles decreased by 8 (7%) from 114 to 106 miles (6.2% of the total).
- Poor miles increased by 25 (9.5%) from 263 to 288 miles (16.9% of the total).
- Fair miles decreased by 77 (17.6%) from 436 to 359 miles (21.1% of the total).
- Good/Best miles increased by 62 (6.9%) from 895 to 957 miles (56.2% of the total).

**2. City Streets & Roads (630 Total Centerline Miles):**

- Bad miles decreased by 11 (13.6%) from 81 to 70 miles (17.4% of total miles).
- Poor miles decreased by 10 (8.2%) from 122 to 112 (18% of the total).
- Fair miles decreased by 2, from 133 to 131 (21% of the total).
- Good/Best miles increased by 28 (9.6%) from 289 to 317 (50% of the total).

**3. Unincorporated “County” Streets & Roads (1,080 Total Centerline Miles):**

- Bad miles increased by 3 (9%) from 33 to 36 (3% of the total).
- Poor miles increased by 35 (24.8%) from 141 to 176 (16.1% of the total).
- Fair miles decreased by 75 (24.7%) from 303 to 228 (21.1% of the total).
- Good/Best miles increased by 34 (95.6%) from 606 to 640 (59% of the total).

**Total Cost** - The total estimated cost per year for all road maintenance, rehabilitation or reconstruction needed to maintain or achieve the average Pavement Condition Index (PCI) standard that the County and each of the seven cities has adopted is about \$308.6 million and increase of \$15.6 million over the \$293 million estimate in the 2008 update.

**Previous Funding Provided** – During the past few years local agencies have provided varying amounts of funding for their pavement management programs. In order to supplement available funding for pavement maintenance, four cities (Arroyo Grande, Grover Beach, Morro Bay and San Luis Obispo) successfully placed ½ cent general sales tax measures on the ballot in 2006. The City of Pismo Beach followed in 2008 when a ½ cent measure was placed on the ballot. In the past year local agencies expended a total of about \$14.1 million for pavement maintenance, rehabilitation and reconstruction.

**Annual Funding Needed** – Local agencies have estimated that about \$13.2 million per year is needed to maintain local roads in their current condition, \$22 million per year is needed to incrementally improve the road system and about \$30 million per year is needed to complete all needed work based on a 10-year program.

**Planned Funding** - Local agencies plan to expend a total of about \$16.6 million in FY 2009/10 on pavement maintenance, rehabilitation and reconstruction.

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**City of Arroyo Grande**

The City has sixty centerline miles of streets and roads (4% of the total in the region and the fourth highest mileage of the seven cities) according to Caltrans 2007 California Public Road Data report. In 1999 the City implemented its first computer based pavement management program using the Micro-Paver software. This program was used to prepare the latest update which was completed in March 2005. Following is a summary of the major findings of this update.

**Current (2009) Pavement Conditions (Centerline miles):**

- 43 miles (71%) are rated in 'good' or 'best' condition, requiring no work (a four mile increase from the 2008 update).
- Seven miles (12%) are rated in 'fair' condition, typically requiring crack sealing and patching (a ten mile reduction from the 2008 update).
- Seven miles (12%) are rated in 'poor' condition, typically requiring a thin overlay (a six mile increase from the 2008 update).
- Two miles (3%) are rated in 'bad' condition, typically requiring a thick overlay or reconstruction (a one mile reduction from the 2008 update).

**Funding Need, Expenditures & Revenue:**

- It has been estimated that it is necessary to allocate from \$200,000 to \$250,000 per year to maintain the road system with its current Pavement Condition Index (PCI) rating of 68 and \$300,000 to \$350,000 per year for five years to improve the PCI to 75.
- The adopted Pavement Management Program identifies a five year program of pavement maintenance projects with an estimated cost totaling \$874,000 or an average of \$175,000 per year, and a total of \$1.5 million for corrective maintenance, or \$300,000 per year.
- The City currently plans to expend \$4.8 million on pavement projects in FY's 2009/10 thru 13/14 including: \$1.2 million to overlay El Camino Real, \$1.2 million to overlay West Branch Street, \$400,000 to overlay Orchard and adjacent streets, and \$2 million on other pavement management projects.
- The City expended about \$1.5 million in FY 2007/08 and 2008/09 on pavement rehabilitation, including an two inch overlay of Farroll Avenue, Brisco Road, James Way (half micro and half 2 inch overlay), and micro-surfaced Grand Avenue from 101 to Halcyon road, and Brighton Avenue,
- In 2006 City voters approved a .5 cent sales tax for General Purposes together with two advisory measures giving a priority to spending a portion of the revenue on transportation improvements and/or street maintenance.

**Major Conclusions:**

- The City has made excellent progress during the few past years implementing its Pavement Management Program.
- If the City continues to expend at least \$400,000 annually on pavement maintenance (not including major overlay projects) it will be able to maintain (and even improve) the condition of its road system with the current PCI rating of 68.
- Based on a 10-year program with a total cost of \$15 million for all needed work the City would need to budget \$1.5 million per year to complete all work,

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**City of Atascadero**

The City has 144.2 (centerline) miles of city-maintained streets and roads (8% of the total in the region and the second highest mileage of the seven cities). This is an increase of 4.2 miles since 2008, due to acceptance of several roads previously classified as non-city-maintained. The City has the most miles of road per capita of any city in the County. The City continues to use a computerized Pavement Management Program which uses a five-grade ranking system to classify the condition of its streets and roads. Following is a summary of the major findings of this update:

**Current (2009) Pavement Conditions (Centerline miles):**

- 31 miles (21%) are in 'good' or 'best' condition, requiring no work (a 1.3 mile increase since the 2008 update). Of the total, 1.3 miles were repaved during the reporting period and are now in "Best" condition, while the remaining 30 miles are classified as being in "good" condition.
- 31 miles (21.5%) are in 'fair' condition, typically requiring crack sealing and patching (a 1.1 mile increase since the 2008 update).
- 35 miles (25.7%) are in 'poor' condition, typically requiring a leveling course and a thin 1" to 1.5" overlay (a 2.2 mile increase since the 2008 update).
- 45 miles (30.8%) are rated in 'bad' condition, typically requiring a leveling course and a thick (2") overlay with paving fabric (a half mile decline since the 2008 update).

**Funding Need, Expenditures & Revenue:**

- The City has estimated that the total cost of all currently needed maintenance and rehabilitation is \$44.4 million for city maintained roads.
- The City has estimated that \$2.2 million per year should be allocated for road rehabilitation to maintain and improve the road system.
- The City expended approximately \$825,000 on road rehabilitation projects in 2009.
- The City intends to expend \$2.7 million over the next year and a half on road rehabilitation, of which \$1.3 million will be American Recovery and Reinvestment Act (ARRA) funding.

**Major Conclusions:**

- The City has continued the progress it made from 2006 to 2008 in implementing its Pavement Management Program; however a stable source of future funding is in question.
- If the City continues to expend an average of \$1 million per year on road rehabilitation it will take 44.4 years to complete currently needed maintenance and rehabilitation projects, not taking into consideration continuing deterioration of pavement currently in good condition.
- Based on a 10-year program and a total cost of \$44 million for all currently identified work the City would need to have an annual budget of \$4.4 million to complete all needed pavement maintenance and rehabilitation work.

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**City of Grover Beach**

The City has a total of 50 centerline miles of streets and roads (3% of the total in the region and sixth highest mileage of the seven cities). The city was the first to implement a computerized pavement management program which it continues to use to plan and implement its improvement program. Following is a summary of the major findings of this update:

**Current (2009) Pavement Conditions (Centerline miles):**

- Fifteen miles (26%) are in 'good' or 'best' condition, requiring no work (a one mile increase since the 2008 update).
- Four miles (8%) are in 'fair' condition, typically requiring crack sealing and patching (unchanged since the 2008 update).
- Twenty-six miles (53%) are in 'poor' condition, typically requiring reconstruction (a one mile reduction since the 2008 update).
- Five miles (13%) are in 'bad' condition, typically requiring reconstruction (no change since the 2008 update).

**Funding Need, Expenditures & Revenue:**

- The City has estimated that it will cost from \$36 to \$40 million to carry out all currently needed pavement maintenance, rehabilitation and reconstruction.
- Based on a ten-year improvement plan the City would need to provide \$3.6 to \$4 million per year to complete all currently identified pavement maintenance, rehabilitation and reconstruction
- The Fiscal Year 09-10 City budget for streets is \$1.2 million, which provides \$818,811 for Capital Improvements and \$396,750 for operations.
- In FY 08/09 the City programmed \$1.6 million for four road improvement projects and currently has three major projects out to bid totaling \$1.71 million.

**Major Conclusions:**

- The City has made very good progress addressing the scope of its pavement maintenance, rehabilitation and reconstruction needs and providing funding to address these needs.
- The City is working to implement alternative street designs and innovative land use planning techniques to reduce the width of streets in order to reduce to cost of future road reconstruction.
- If the City continues to expend (on average) the amount budgeted in FY 08/09 (\$1.17 million) it will take 28 years to complete all currently identified maintenance, rehabilitation and reconstruction work.
- The City needs to continue to dedicate a significant amount of additional funding in coming years to complete the currently identified road improvement needs in a timely manner.

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**City of Morro Bay**

The City has 53 centerline miles of streets and roads (3% of the total in the region and the fifth highest mileage of the seven cities). In 2009, the city implemented computerized Pavement Management Program (PMP) using Micro-Paver software to develop a plan for future improvements. In conjunction with implementation of the PMP, the City conducted a comprehensive field survey of pavement conditions for all city streets. This inspection showed that the condition of its streets and roads is much better than previously reported. Following is a summary of the major findings of this update.

**Current (2009) Pavement Conditions (Centerline miles):**

- Twenty-eight (27.75) miles (52%) are rated in 'good' or 'best' condition, currently requiring no work, an increase of 23 miles since the 2008 update).
- Seventeen (17.4) miles (33%) are rated in 'fair' condition, typically requiring crack sealing and patching (a four mile increase since the 2008 update).
- Seven (6.6) miles (12%) are rated in 'poor' condition, typically requiring a thin (1") overlay (a 19 mile reduction since the 2008 update), and
- One (1.25) mile (2%) is rated in 'bad' condition, typically requiring a thick (2") overlay or reconstruction (an eight mile reduction since the 2008 update).

**Funding Need, Expenditures & Revenue:**

- City staff estimate that the total cost of all currently needed maintenance and rehabilitation work over the next ten years is about \$10.8 million
- The City expended \$500,000 on road repair and rehabilitation projects from October 2008 to September 2009, of which the majority of that work was an overlay project on Morro Bay Boulevard, and the repair of various sections of pavement and potholes.
- The City has limited options for providing a continuous source funding for all currently identified pavement maintenance and rehabilitation.

**Major Conclusions:**

- The City has made significant progress during the past year in providing an accurate and technically based estimate of the condition of its pavement maintenance and rehabilitation needs.
- If the City continues to expend an average of about \$500,000 per year (as it has this past year) on road maintenance and rehabilitation it will take about twenty-two years to complete all currently identified work (the 2008 report estimated that it would take 50 years).
- The City should adopt a comprehensive ten-year funding plan for improvement of its roads, and focus a portion of its efforts on providing adequate funding for pavement preservation.

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**City of Paso Robles**

The City has 151 centerline miles of streets and roads (9% of the total in the region and the highest mileage of the seven cities). A large portion of the roads were built to serve the newest part of the city on the east side of the Salinas River. Much of the development in this part of the city was developed in the past ten to fifteen years, which has contributed to the fact that 58% of the road miles are rated in good or best condition. The City has had a computerized Pavement Management Program (PMP) for many years, which it uses to plan and implement its program. The major findings of this update are as follows:

**Current (2009) Pavement Conditions (Centerline miles):**

- Eighty-three (87) miles (58%) are rated in 'good' or 'best' condition, currently requiring no work (a four mile increase since the 2008 update).
- Thirty miles (20%) are rated in 'fair' condition, typically requiring crack sealing and patching (a one mile reduction since the 2008 update).
- Twenty-two miles (15%) are rated in 'poor' condition, typically requiring at least a thin (1") overlay (no change since the 2008 update); and
- Thirteen miles (8%) are rated in 'bad' condition, typically requiring a thick overlay or reconstruction (a two mile reduction since the 2008 update).

**Funding Need, Expenditures & Revenue:**

- The estimated total cost of all currently needed maintenance and rehabilitation work needed during the next ten years is about \$43 million.
- The City has estimated that it is necessary to allocate at least \$3.5 million per year for the next ten years to achieve and maintain the adopted average Pavement Condition Index (PCI) rating of 70.
- During the past year the City expended about \$2 million on various high priority road restoration and reconstruction projects, including: reconstruction of South Vine Street from 1<sup>st</sup> street to Route 46 West, including provision of Class II bikelanes; and restoration of North & South River Roads.

**Major Conclusions:**

- During the past year, with the completion of the South Vine Street reconstruction project and restoration of North & South River Roads, the City has made a very good progress addressing long standing, high priority pavement condition deficiencies.
- If the City continues to expend an average of \$2 million per year to implement its pavement management program it will take about 22 years to complete all currently identified work.
- The City should adopt a comprehensive ten-year funding program to implement its Pavement Management Program.

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**City of Pismo Beach**

The City has 46 centerline miles of streets and roads (3% of the total in the region and the smallest mileage of the seven cities). Several years ago the City implemented a computer based Pavement Management System (PMS) which it has effectively used to schedule maintenance, rehabilitation and reconstruction of its streets and roads. In 2009 the City completed a comprehensive update of the PMS. The major findings of this update are as follows:

**Current (2008) Pavement Conditions (Centerline miles):**

- Twenty-three (23) miles (48%) are rated in 'good' or 'best' condition, currently requiring no work, a decline of four miles since 2008.
- Twenty (20) miles (41%) are rated in 'fair' condition, typically requiring crack sealing and patching, a six mile increase since 2008.
- Three (3) miles (7%) are rated in 'poor' condition, typically requiring a thin (1") overlay, a one mile decrease since 2008; and
- Two (2) miles (4%) are rated in 'bad' condition, typically requiring a thick (2") overlay or reconstruction, a one mile increase since 2008.

**Funding Need, Expenditures & Revenue:**

- City staff estimate that the total cost of all currently needed rehabilitation to bring the entire road system up to an average Pavement Condition Index (PCI) of 70 \$6.25 million, a slight increase of about \$250,000 from the previous estimate.
- City staff estimate that it would be necessary to allocate an average of about \$1 million per year over the next six years to complete all currently identified maintenance, rehabilitation and reconstruction work.
- The City expended \$4.33 million on road rehabilitation projects in 2006 & 2007, but did not expend any funding in 2008.
- City staff anticipate that the primary sources of funding for local road rehabilitation, rehabilitation and reconstruction in the future will be Proposition 42 and a portion of the 1/2 cent local sales tax that was approved in 2008.

**Major Conclusions:**

- The City has made very good progress during the past several years in implementing and funding its Pavement Management Program.
- If the City expends at least \$1 million per year during the next six years it will be able to complete all currently identified pavement maintenance, rehabilitation and reconstruction work.
- The City should continue to fund its pavement maintenance and rehabilitation program at the level identified in the latest update of its PMS report.

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**City of San Luis Obispo**

The City has 124 centerline miles of streets and roads (a one mile increase since 2008, giving the City 7% of the total mileage in the region and third highest mileage of the seven cities). The City has one of the most highly developed computerized Pavement Management Programs in the region which it has used very effectively for many years to schedule maintenance, rehabilitation and reconstruction of its streets and roads. For many years the City has had one of the most effective and well funded programs in the region. Following is a summary of the major findings of this update:

**Current (2009) Pavement Conditions (Centerline miles):**

- Ninety-one miles (73%) are rated in 'good' or 'best' condition, currently requiring no work (no change since the 2008 update).
- Twenty-one miles (17%) are rated in 'fair' condition, typically requiring crack sealing and patching, (a three mile decline since the 2008 update).
- Nine miles (7%) are rated in 'poor' condition, typically requiring a thin (1") overlay (a two mile increase since the 2008 update); and
- Three miles (2%) are rated in 'bad' condition, typically requiring a thick (2") overlay or reconstruction (no change since the 2008 update).

**Funding Need, Expenditures & Revenue:**

- City staff estimate that the total cost of all currently needed maintenance and rehabilitation to bring all of the city's streets up to a Pavement Condition Index (PCI) of 70 or higher is about \$40 million.
- During the past two years the City expended \$3.52 million on road maintenance and rehabilitation projects.
- The City budgeted \$1.9 million for road maintenance and rehabilitation in 2009 and city staff anticipate that the city will adopt annual budgets of \$2.5 million for FY 09-10 and FY 10-11 (pending final adoption).

**Major Conclusions:**

- The City has a comprehensive Pavement Management Plan that is currently very well funded and has made good progress during the year implementing its Program.
- If the City continues to expend an average the amount of funding it expended on pavement maintenance and rehabilitation per year during the past two years (\$1.75 million) it will complete all currently identified improvement needs in about 16 years.
- The City should continue to fund its pavement maintenance and rehabilitation program at the same level as it has during the past two years.

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**County of San Luis Obispo**

The County has 1,329 (paved and unpaved) centerline miles of streets and roads, a 14 mile increase since the 2008 update, about 64% of the total miles of streets and roads in the region. Of the total about 1,080 miles are paved. The County also has one of the most highly developed computerized Pavement Management Programs in the region which for many years it has used very effectively to plan and schedule the required maintenance, rehabilitation and reconstruction of its streets and roads. Following is a summary of the major findings of this update:

**Current (2009) Pavement Conditions (Centerline miles):**

- 638 miles (59%) are rated in 'good' or 'best' condition, requiring no work (a 32 mile decline since the 2008 update).
- 226 miles (21%) of the County roads are rated in 'fair' condition, typically requiring crack sealing and patching (a 77 mile decline since the 2008 update).
- 174 miles (16%) are in 'poor' condition, typically requiring a thin (1") overlay (a 33 mile increase since the 2008 update).
- 36 miles (3%) are rated in 'bad' condition, typically requiring reconstruction (a three mile increase since the 2008 update).

**Funding Need, Expenditures & Revenue:**

- County staff estimate that the total cost of all currently needed maintenance and rehabilitation needed to bring the entire system up to an average Pavement Condition Index (PCI) rating of 70 is \$109 million.
- County staff estimated that it necessary to expend at least \$6.75 million in FY 09/10 and beyond to maintain the current average PCI over the next ten years, and about \$9 million per year to achieve the ultimate goal of an average PCI of 70 after ten years.
- During the past few years the County has provided about \$2 to \$6 million annually for street and road maintenance, rehabilitation and reconstruction.
- The recommended budget for FY 09/10 includes \$6.3 million for preventative maintenance.

**Major Conclusions:**

- During the past several years, due to the lack of adequate funding for the Pavement Management Program, the average PCI for the County Street and road system has dropped.
- If the County continues to expend an average of \$6 million per year on pavement maintenance and rehabilitation it will be unable to achieve the goal of improving its road system to average PCI of 70.
- The County Board of Supervisors should provide adequate long term funding (at least \$6 million per year) for the Pavement Management Program to assure that at a minimum the condition of the County road system does deteriorate to a point where it will be extremely difficult and expensive to recover from.