



City Council Study Session Agenda
December 11, 2023 - 5:00 PM
City Council Chambers, City Hall, 3rd Floor,
1528 Third Avenue, Rock Island, IL

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- 1. Call to Order**
- 2. Roll Call**
- 3. Public Comment**
- 4. Presentations**
 - a. Presentation from the Public Works Department regarding Street Maintenance Funding.
 - b. Presentation from the Fire Department regarding a revision to the Recreational Fires and Open Burning Ordinance.
- 5. Adjourn**
 - a. Motion: Motion to adjourn.
VV Voice vote is needed.

This agenda may be obtained in accessible formats by qualified persons with a disability by making appropriate arrangements from 8:00 am to 5:00 pm, Monday through Friday, by contacting the City Clerk's Office at (309) 732-2010 or visiting in person at: 1528 Third Avenue, Rock Island, IL 61201.



Street Maintenance Funding Discussion

Dec 11, 2023

Presented by:
The Rock Island Public Works Department

Introduction

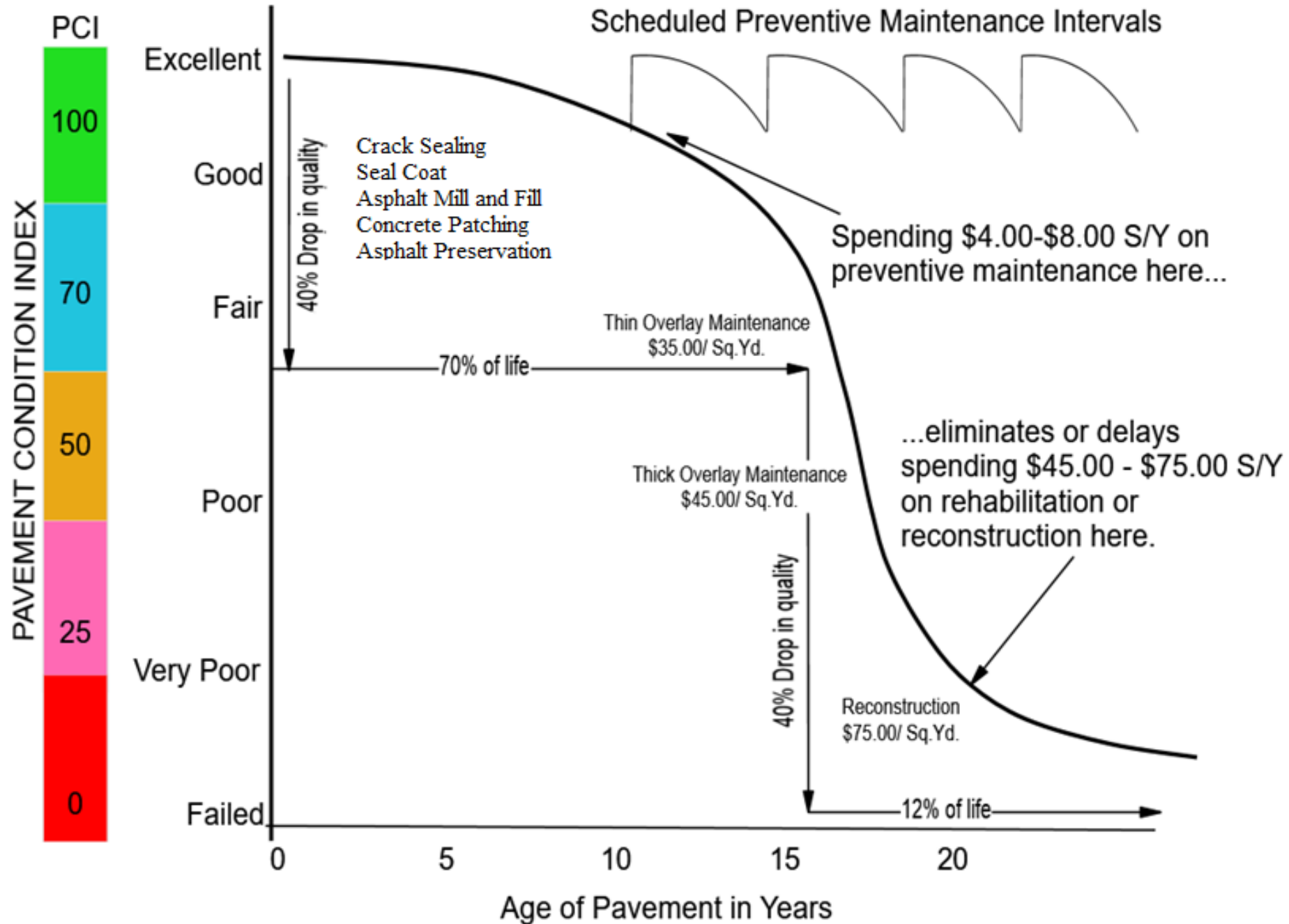
- Rock Island is facing significant challenges in maintaining its street infrastructure due to underfunding and inconsistent revenue.
- A traditional revenue stream, primarily derived from local gas taxes, has exhibited a concerning downward trend and other previous revenues are being utilized for other expenses.
- The decline in revenue jeopardizes the quality of the existing infrastructure and depreciates the tax base.
- To address this financial shortfall and ensure the longevity of Rock Island's streets, there is an urgent need to explore and implement new funding sources.
- Public Works is recommending the elimination of the local gas tax and the implementation of infrastructure investment fee.

Rock Island has an aging infrastructure



Deterioration Curve

- Pavements deteriorate over time like any other product. This deterioration occurs slowly at first, but then begins to accelerate as time wears on, especially if the streets are neglected. With no maintenance or preserving of the streets, the deterioration accelerates.
- Cost effective infrastructure management keeps our good roads good by applying the right treatment on the right road at the right time.



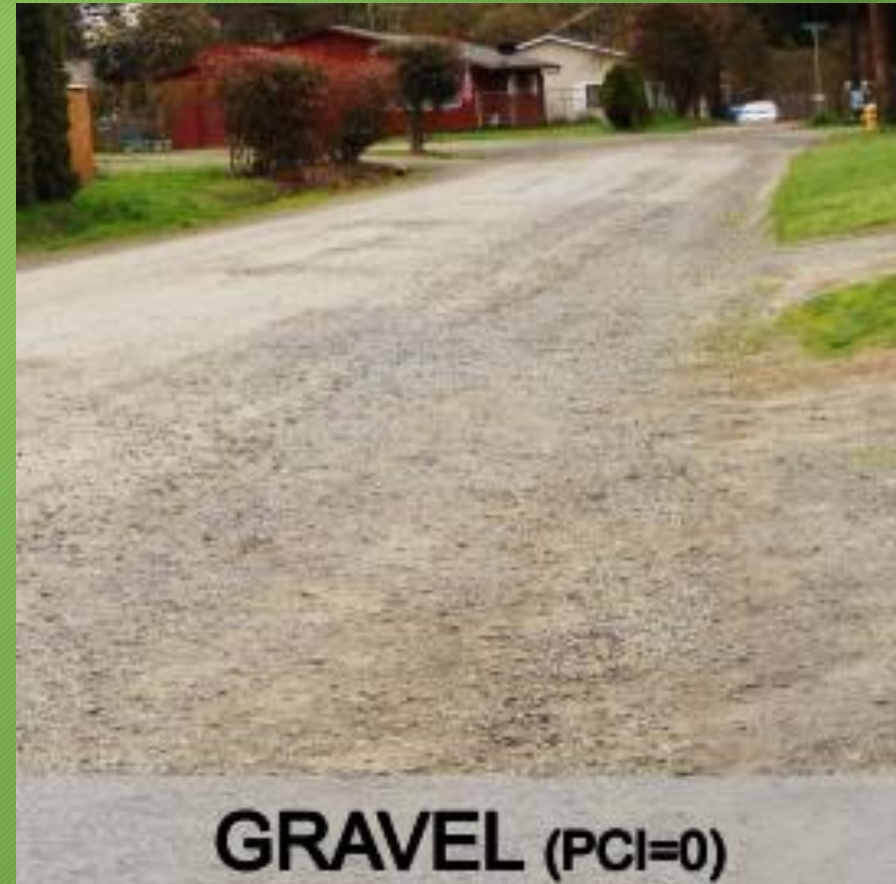
Street Condition Survey - 2013

- A street condition survey was conducted in the fall of 2013
- A pavement condition index (PCI) was assigned to every block
- Very Good to Excellent - 71- 100
- Fair to Good - 41-70
- Failed to Poor < 40

Classification of Pavement Condition

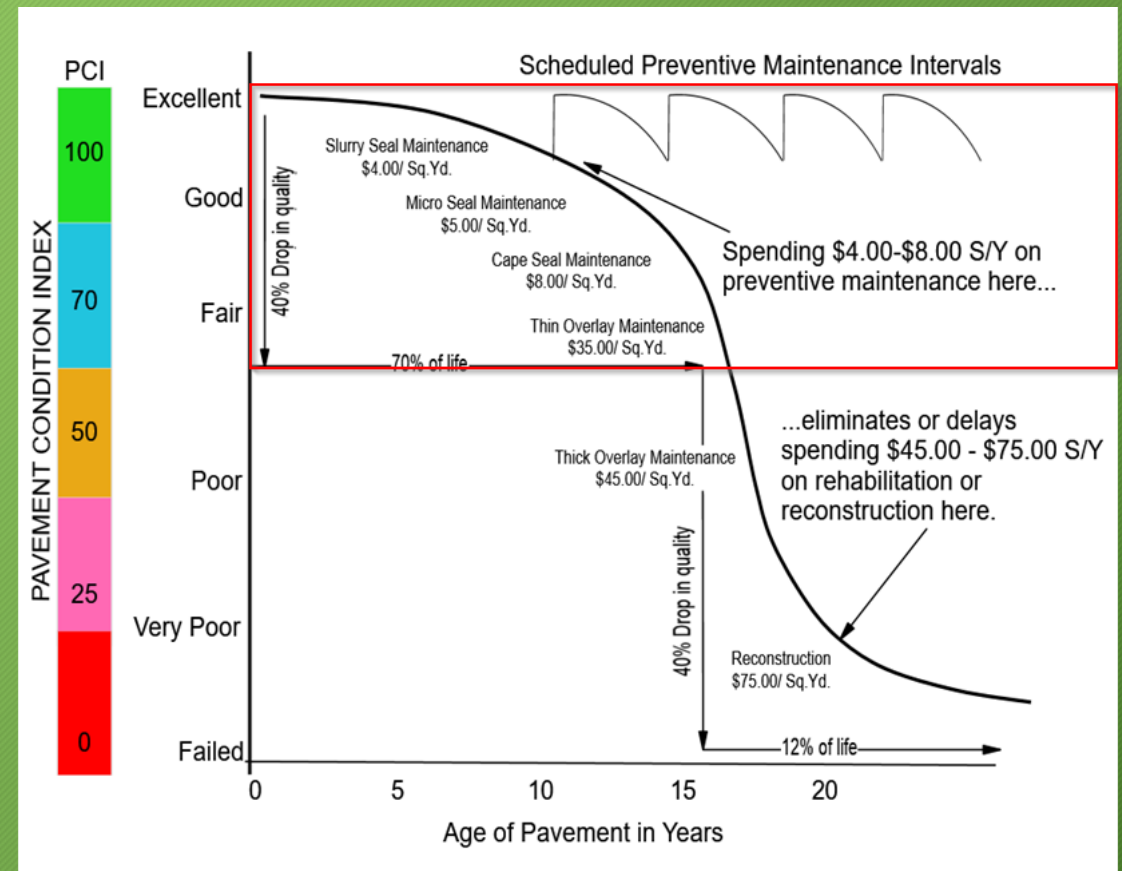


Classification of Pavement Condition



Snapshot of Rock Island:

- Average PCI score was 62 (2014)
 - 41 percent - Good to Excellent
 - 43 percent - Fair to Good
 - 16 percent - Failed to Poor
-
- Good News - About 80 percent of our streets are in a condition where some form of maintenance is still applicable
 - Bad News - It will not stay this way



Funding

- At the time of the study (2013) Rock Island needed \$7.21 million/year over 20 years to maintain an average PCI score of 62
- This can be reduced to \$5.4 Million to attain a score of 55
- Rock Island has been averaging around \$1 million per year in proactive street maintenance programs.
- Another \$2-3 Million in reconstructions/grants and reactive maintenance such as pothole patching.
- Short ~ \$3 million to keep 62 (PCI) and ~ \$2 million for 55 (PCI)

Current Funding Sources

- State Motor Fuel Tax
- Gaming Funds
- State and Federal Grants
- General Fund
- Local Gas

State MFT - \$1.6 Million

- State MFT funds are distributed by the State of Illinois based on population. Rock Island receives a consistent \$1.6 million annually.
- State MFT dollars fund capital improvement, salt purchases and maintenance contracts such as crack sealing, asphalt mill and fill and concrete patching.
- Approximately \$800,000 is allocated towards capital improvement and \$800,000 towards maintenance.
- This can vary depending on required local fund matches affiliated with grants.

Gaming Funds - \$0

- No Gaming funds actively applied to infrastructure.

State and Federal Grants - Varies

- Grants can come from the federal and state level. Generally there is a local match.
- Varies significantly

General Fund

- General Fund is funding provided through property taxes. This funds general street maintenance such as the labor, equipment and materials of our own operations and employees. i.e. pothole patching and snow removal.
- In 2023 \$1.6 million was spent on “street maintenance”. One million was spent on equipment and amortization. Another half million was spent on payroll. The remainder was materials such as asphalt and concrete.

Local Gas - ~\$300,000

Year	2015	2016	2017	2018	2019	2020	2021	2022	2023
Rate	0.01	0.01	0.02	0.03	0.05	0.05	0.05	0.05	0.05
Revenue	\$202,251.72	\$206,533.86	\$201,447.38	\$319,519.14	\$467,821.77	\$136,924.71	\$360,627.70	\$313,236.68	\$295,422.00

Current Funding Recap

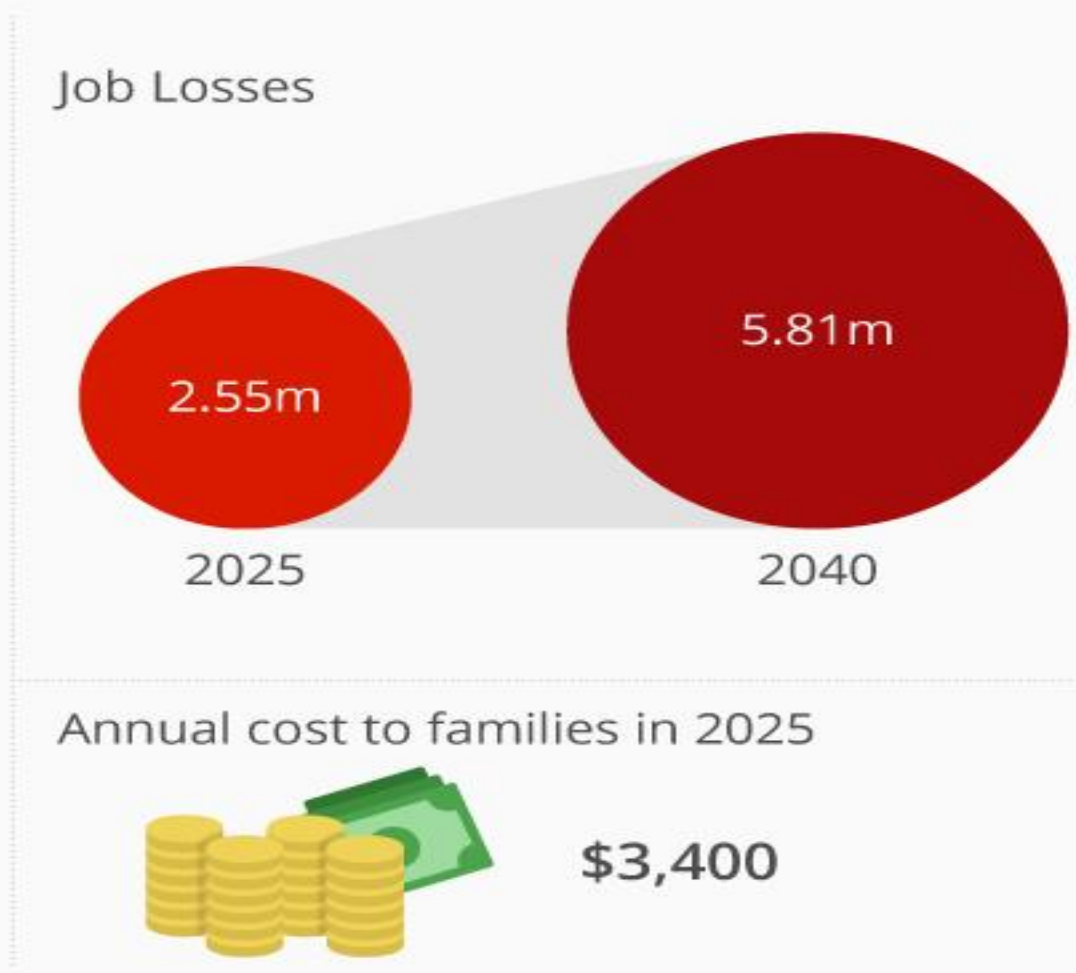
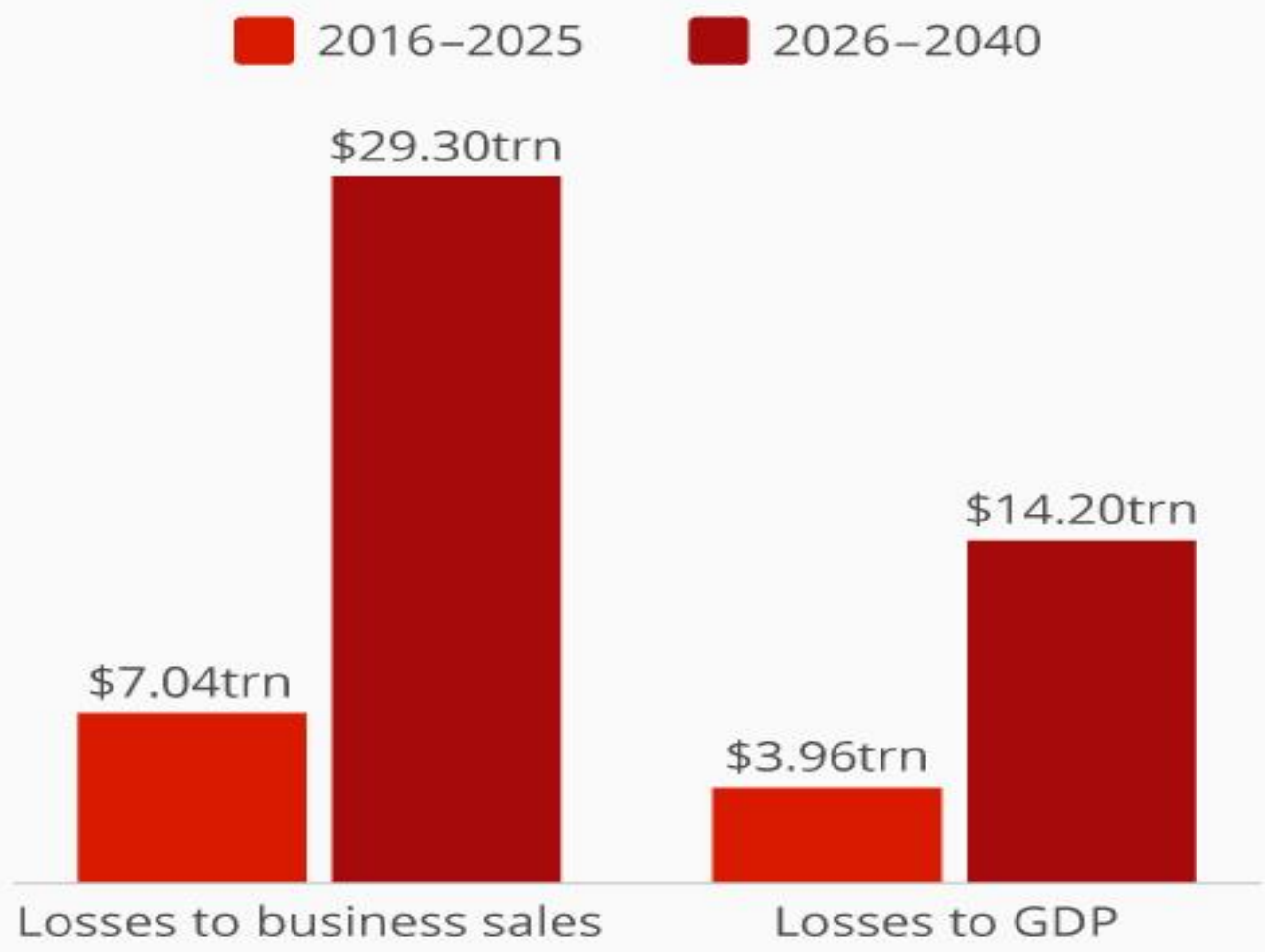
- What is actually going to “preventative street maintenance” as defined by the proactive maintenance techniques that actually extend the life of pavement?
- About \$1.1 Million; \$800,000 in state MFT and \$300,000 in Local Gas (not historically the case)
- We are short approximately \$2 million

Why is this important

- ASCE (American Society of Civil Engineers) estimated in its “Failure to Act” report that failure to close the infrastructure investment gap and restore U.S. infrastructure to good condition (a grade of “B”) by 2025 would result in \$3.9 trillion in cumulative losses to GDP (in inflation-adjusted 2015 dollars) and \$2.5 million lost American jobs.
- This comes out to ~ \$3,400 in hidden costs a year. Lost time, increased fuel consumption, wear and tear on vehicles.

The Massive Cost Of America's Crumbling Infrastructure

Estimated losses to the U.S. economy due to deteriorating infrastructure*



Property Value -

- America is founded on private property. A properties value is directly related to the quality of infrastructure around it.
- Crumbling infrastructure destroys property value.
- Failing infrastructure lowers home values, reducing property tax revenue.
- Low income individuals and families feel the burden the most in the form of direct and hidden costs. Loss of property value directly contributes to loss of intergenerational wealth.

Solutions

- Close the infrastructure investment gap via a “Infrastructure Investment Fee”

Proposal

- Levee a Infrastructure Investment Fee on all parcels in the City of Rock Island.
- Rock Island has approximately 16,001 parcels.
- The fee would be progressive based on parcel size, XL, L, M, S.
- Estimated annual revenue would be \$2,040,640.00.
- Eliminate the local gas tax giving Rock Island residents and businesses a small break.

Size - SqFt

- | | | |
|-----------|---------------|-----------------------------|
| • Small | < 6000 | El Patron |
| • Medium | 6000 < 18000 | City Hall |
| • Large | 18000 < 43560 | Royal Neighbors |
| • X-Large | > 43560 | Bigger than Royal Neighbors |

Fee Structure - Preliminary

	X-Large	Large	Medium	Small
Month	\$25.00	\$18.33	\$10.00	\$6.67
Quarter	\$75.00	\$55.00	\$30.00	\$20.00
Annual	\$300.00	\$220.00	\$120.00	\$80.00
	Number of Parcels	Percent of Parcels	Percent of Revenue	
Small	5447	34.03%	21.35%	
Medium	8071	50.42%	47.45%	
Large	1367	8.54%	14.69%	
X-Large	1123	7.02%	16.51%	

Maintenance techniques to be funded?

- Fully fund annual maintenance contracts
- Crack and Joint Sealing
- Sealcoat
- Asphalt Mill and Fill
- Concrete Patching
- Brick Street Patching

Crack Sealing

- Asphalt surfaces are inherently susceptible to cracks, which, if left unattended, can permit the infiltration of water, leading to a cascade of issues such as erosion, freeze-thaw damage, and compromised structural integrity. The timely application of specialized sealing materials not only prevents water penetration but also halts the progression of cracks, mitigating the risk of further deterioration.



Sealcoat

- This type of road treatment provides a low cost durable and skid-resistant driving surface, making it suitable for low-traffic rural roads. While it may not offer the same smoothness as traditional asphalt, seal coat surfaces are known for their cost-effectiveness and effectiveness in preventing road deterioration in certain applications.



9351 35th St W



Rock Island, Illinois



Google Street View

Jul 2018

[See latest date](#)

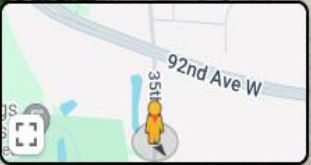
35th St W



9282 35th St W
Rock Island, Illinois

Google Street View

Aug 2023 [See more dates](#)



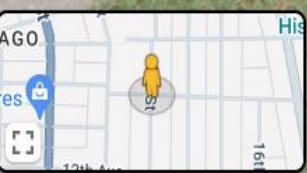
Asphalt Mill and Fill

- Asphalt mill and fill is a road maintenance and resurfacing technique that involves two key steps: milling and filling. Utilizing a milling machine, the top layer of the existing asphalt pavement is ground and removed, typically addressing issues such as wear, cracks, and surface irregularities. Following this, a new layer of hot asphalt is applied to the milled surface, serving as the "fill" in the process. This overlay is then compacted using heavy rollers to ensure proper adhesion and a smooth, durable road surface. The purpose of asphalt mill and fill is to renew and improve the road, providing a cost-effective solution that enhances ride quality, addresses surface distress, and extends the pavement's overall lifespan without the need for complete reconstruction.

998 14th St
Rock Island, Illinois

Google Street View

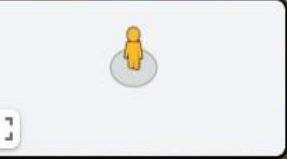
Sep 2015



929 14th St
Rock Island, Illinois

Google Street View

Aug 2023 [See more dates](#)





2698 17th Ave



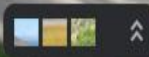
Rock Island, Illinois



Google Street View

Jun 2021

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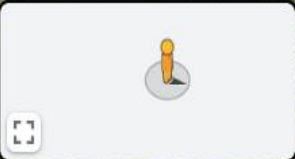
2698 17th Ave
Rock Island, Illinois

Google Street View

Aug 2023 [See more dates](#)



Google



Concrete Patching

- Removal of concrete pavement and replacement. Can be done in patches or full width.



Blackhawk Hills Dr

Island, Illinois

Google Street View

011

See latest date



42 Blackhawk Hills Dr
Rock Island, Illinois

Google Street View

Aug 2023 [See more dates](#)



← 3398 33rd Ave Ct

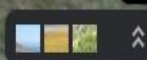
Rock Island, Illinois



Google Street View

Sep 2015

[See latest date](#)



3398 33rd Ave Ct
Rock Island, Illinois

Google Street View

Aug 2023 [See more dates](#)





← **Longview Park Access Road** | 📍 ⋮

Rock Island, Illinois

Google Street View

Aug 2016 [See latest date](#)



Longview Park Access Road

Rock Island, Illinois

Google Street View

Aug 2023

See latest date





2200 12th Ave
Rock Island, Illinois

Google Street View

Jul 2019 [See latest date](#)



←

2201 12th Ave

Rock Island, Illinois

 Google Street View

Aug 2023 See more dates



Brick Patching

- Removal of brick pavement and replacement. Can be done in patches or full width.



1712 8th Ave

Rock Island, Illinois



Google Street View

Sep 2011

[See latest date](#)



1712 8th Ave
Rock Island, Illinois
Google Street View
Aug 2023 [See latest date](#)





1198 23rd St



Rock Island, Illinois



Google Street View

Sep 2011

See latest date



12th Ave

Rock Island, Illinois

Google Street View

Aug 2023

See more dates



Street Selection

- A host of variables influence how street maintenance is allocated
- PCI Data
- Employee Assessment
- Resident/Aldermen Complaints
- Drivability
- Heat Maps (where are we pothole patching most frequently)
- Proximity to schools/parks/critical services
- Maximized return on investment

Example

- Imagine you have a network of streets to maintain, and you have a budget of \$1,000. Your choices of streets to spend your maintenance budget on are:
- One street that is falling apart which will take \$1,000 to restore to good condition.
- Three streets that are in fair condition that will take \$300 apiece to restore to good condition.
- Seven streets that are in good shape. If you spend \$100 on each of them, they will remain in good condition for the next 10 years.
- Being good stewards of your maintenance budget, and having a goal of keeping the most streets in good condition for as long as possible, how do you spend your money? The best answer is to spend \$700 on the good streets to prevent them from deteriorating to the fair condition, then spend \$300 on one fair-condition street.

Recap:

- Rock Island has aging infrastructure.
- By strategically applying the right maintenance to the right roads, we can improve our infrastructure and stop the deterioration.
- We currently do not have enough revenue to sufficiently fund our infrastructures needed maintenance.
- Failure to spend today will cost significantly more tomorrow.
- Deteriorating infrastructure will depreciate property values, enact hidden costs on residents and hurt businesses.

Recommendation:

- Implement a “Infrastructure Investment Fee” to stabilize our infrastructure.
- Eliminate the local gas tax to give residents a break for buying local. Incentivize businesses such as trucking terminals.
- Return to council with an ordinance implementing a fee with the funds dedicated exclusively for infrastructure.

Questions?

Recreational Fires and Open Burning: Ordinance Revision

Fire Chief Robert Graff

Overview



Rock Island Code of Ordinances:

Sec. 10-40.2 When Open Burning Permitted

Sec. 10-40.3 Recreational Fires

Sec. 10-40.4 Recreational Fires -
Penalty

Purpose:

- **Modify Language to Reflect Adopted Fire Code**
- Clarify Authority to Extinguish Nuisance Fires
- **Codify the Authority to Enforce a Burn Ban**
- Establish Legal Time-frame for Recreational Fires



2015 International Fire Code

Adopted by the City of Rock Island Code of Ordinances

- Section 307 Open Burning, Recreational Fires and Portable Outdoor Fireplaces
 - 307.1.1 Open Burning prohibited when local conditions make fires hazardous
 - 307.3 Fire Code Official is authorized to order extinguishment when hazard exists
 - 307.4.2 Recreational Fire shall not be conducted within 25 feet of a structure.
 - 307.4.3 Portable Outdoor Fireplaces shall not be used within 15 feet of a structure.
 - 307.5 All fires shall be attended with means of extinguishment present.

Section 10-40.2 When Open Burning Permitted

Existing Language

- The use of an air curtain burner device
 - No longer common
- Mentions state regulations
 - Fails to require EPA Permit

Revision

- Requires permit from IL EPA
- Requires IL EPA and site to be reviewed and approved by City of Rock Island Fire Marshal.
- Reserves the right for Fire Marshal to deny burning in local condition exists.

Section 10-40.3 Recreational Fires (New Section)

References Requirements of 2015 IFC Section 307 and...

- (a) Establishes timeframe and age of responsible party.
- (b) Establishes authority for a “Burn Ban”
- (c) Establishes authority for fire department to order the extinguishment of fires creating nuisance conditions.
- (d) Establishes approved materials for burning

Section 10-40.4 Recreational Fires - Penalty

- Establishes minimum fine for violation of Section 10-40.3

Questions??

