In July 1972, Nansemond County became the City of Nansemond (later changed to Suffolk).

Based upon a Circuit Court order in May 1972, the VA Highway Dept. will continue to maintain the new City’s roads & streets until such time as the responsibility is transferred from the Dept. to the City.
The Commissioner will base the decision on:

“when in the opinion of the VDOT Commissioner the consolidated area becomes substantially urbanized, the Commissioner may, by agreement with the governing body, transfer the streets in any area deemed urbanized to the city for construction, reconstruction & maintenance.”

The Commissioner, by law, makes the final decision as to the area to revert to the City.
History

- 2001; Council authorized study
- Bryant B. Goodloe, P.C., retained to perform the feasibility study
- Focus group formed with citizens & City Dept. Heads; this group has met 4 times in the past year
Road Classifications

**Urban Roads:**

- City roads managed by the locality within the urban system; designated by the census with a population having 5,000 or more – an exception to this rule is Suffolk.

- Although Suffolk qualifies as an urban area, most of its roads are treated as country primary & secondary roads.

- Should the City take over the roadway maintenance, the roads chosen for transfer will move from the “secondary” or “primary” system to the “urban” system classification.

**Rural Roads:** are all other roads other than urban.
The City can acquire more financial resources through reasons mainly related to maintenance.

Accepting maintenance responsibility will enable the City to position itself better & gain additional resources with respect to the prioritization process outlined in the Code of Virginia.
2026 Regional Transportation Plan – Projected Construction Funding

Note: area 4B was identified as an option for a partial take over. This option is no longer being recommended.
Risks vs. Benefits

- City would be responsible for a much greater number of roads & storm sewer systems

- Expectations of the public will be higher, however, with the substantial increase in funding, the City will be able to provide a much higher level of service

- Impact to other Departments:
  - Risk Management
  - Human Resources
  - Fleet Management
  - Finance / Purchasing
Benefits

City would have the flexibility to adopt policies which are more specific to the City of Suffolk:

- Traffic signals
- Speed limits
- Truck routes (restrictions)
- Storm sewer maintenance
- Traffic calming measures
- Better coordination with: Dept. of Public Utilities (cost sharing), Police & Fire
- Better coordination with Planning Dept. & implementation of neighborhood plans
- Improved disaster response
Impact on VDOT Facilities

- After total transfer, there is the possibility of reducing 41 FTE’s in VDOT

- By agreement with the City of Suffolk, a transfer of VDOT employees could be accomplished – they have the expertise & the City will have the need

- Enables employees at some AHQ’s to be transferred to other VDOT locations
Street Transfer Analysis

Report Conclusions:

- Recent initiatives by VDOT seek to assist municipalities to assume more, if not most, of the responsibility for managing their construction projects.

- In July, Richmond, Hampton & Virginia Beach assumed the management of their local road construction projects.

- The transfer of roads – either partial or in full – for construction, reconstruction & maintenance from VDOT to the City of Suffolk is within the spirit of this initiative.
Street Transfer Analysis
Report Conclusions (Cont’d):

- Transfer of roads – partial or full – would enable the City more control over its transportation network

- Current system is fragmented & inefficient

- Partial takeover would increase citizen confusion over the new boundaries & whether the City or VDOT is responsible

- Full takeover would give the City complete control over any land development issues & streamline process for developers
The City can acquire significantly more financial resources.

Due to the inefficient remainder of roads & streets that would be left, it does not make economic or operational sense for VDOT to support a partial takeover.

Most prudent approach for all concerned is that this be a one-time change.
Other Tangible Benefits

Additional funds available to the City to meet the needs of the Citizens:

- T-21 (transportation enhancement funding)
- CMAQ (congestion mitigation /air quality)
- DMV fines & other sources typically available for Cities which maintain their own roads
- Permit fees
### Roadway Funding Allocations

<table>
<thead>
<tr>
<th></th>
<th>Current</th>
<th>Future</th>
</tr>
</thead>
<tbody>
<tr>
<td>Urban Const. Allocation</td>
<td>$507,898</td>
<td>$3,098,508</td>
</tr>
<tr>
<td>Secondary Allocation</td>
<td>$1,771,044</td>
<td>$0</td>
</tr>
<tr>
<td>Urban Maintenance</td>
<td>$768,300</td>
<td>$15,129,006</td>
</tr>
<tr>
<td>VDOT Maintenance</td>
<td>$3,352,587</td>
<td>$0</td>
</tr>
<tr>
<td>Total $ spent on Roadways (FY 2004)</td>
<td>$6,399,829</td>
<td>$18,228,513</td>
</tr>
</tbody>
</table>
Projected 4% annual increase in Maintenance Funding

Projected 0% annual increase in Construction Funding

source: VDOT
History of VDOT Funding Cities in VA.
(this slide shows a continued commitment from the State to fund roadway maintenance)

18 year average increase in funding for both Primary & Secondary funding is 3.4%
Sample of Projected Increase in Level of Service

<table>
<thead>
<tr>
<th>Roadway and Drainage Items</th>
<th>VDOT</th>
<th>City</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Frequency</td>
<td>Frequency</td>
</tr>
<tr>
<td>Ditch Cleaning</td>
<td>as needed</td>
<td>7 years</td>
</tr>
<tr>
<td>Ditch clearing (outside of R/W)</td>
<td>Conditional</td>
<td>3 to 5 years</td>
</tr>
<tr>
<td>Grass cutting (Primary Routes)</td>
<td>4 times/yr</td>
<td>10 times/yr</td>
</tr>
<tr>
<td>Grass cutting (Secondary Roads)</td>
<td>2 times/yr</td>
<td>5 times/yr</td>
</tr>
<tr>
<td>Asphalt Overlay (Secondary Roads)</td>
<td>12 to 15 yrs</td>
<td>10 yrs.</td>
</tr>
<tr>
<td>Shoulder grading</td>
<td>as needed</td>
<td>7 to 10 years</td>
</tr>
<tr>
<td>No Through Truck restrictions</td>
<td>9 months +</td>
<td>10 days</td>
</tr>
<tr>
<td>Speed limit studies</td>
<td>2 to 5 months</td>
<td>1 to 2 months</td>
</tr>
<tr>
<td>Traffic Signal Modifications</td>
<td>60 to 120 days</td>
<td>12 - 18 months</td>
</tr>
</tbody>
</table>

- Ability to work with and compromise with developers to improve traffic patterns (examples: Lowe's, Northgate)
- Higher levels of service as specific locations (Ports. Blvd., Elephants Fork, etc.)
- Improved coordination with City Departments
Frequently Asked Questions
Frequently Asked Questions

1. Why should the City consider expanding its roadway maintenance boundary?

- To provide a higher level of service for the maintenance of the City’s roadway & stormwater drainage systems due to increased funding provided to the City by VDOT
- More control over the City’s roadway & drainage system
- Eliminate fees VDOT currently charges various City Departments
- Control of development assistance
- Early implementation of Council requests
- Coordination of signalization on major corridors
Frequently Asked Questions

2. What will happen if a major disaster strikes the City? How will the City be able to afford fixing roadways which may be damaged by storms or other disasters?

- Major disasters will result in the state & federal government issuing a state of emergency; when such declaration is issued, the City will be able to recover 95% of expenditures related to repairs.

- City currently has a contract for emergency services which covers the entire city and is approved for reimbursement in a declared emergency.
3. How will the City be able to respond to a disaster, such as a major snow storm or hurricane?

- At the current time, staff from Public Works department provides assistance to VDOT in clearing roads when disaster strikes.

- Staff from P/W was the main source of roadway clearing just prior to & after Hurricane Isabel.
4. Will the transfer of roadway maintenance be a “cure all” to all of the City’s current & future roadway issues?

- It is a start!

- The roadway maintenance transfer offers the City the opportunity to obtain increased funding to better address transportation related infrastructure needs
5. How will the transfer affect future development within the City?

- The transfer will allow the City substantially greater flexibility to negotiate roadway & drainage improvements with developers.

- Our current arrangement makes it almost impossible to coordinate with developers to provide financial contributions to improve roadway & drainage issues.
Frequently Asked Questions

6. *Should the City take over the maintenance responsibilities of all of the City’s roadway systems or smaller portion?*

- Complete takeover eliminates the current condition of two levels of service within the City
- Complete takeover eliminates the dual standard system now in place
- Complete takeover eliminates the administrative cost for a second phase takeover
- Complete takeover maximizes the opportunity the City has for maximum reimbursement from VDOT
- VDOT prefers a total takeover to eliminate the conflicts & effort associated with repeated future expansions
7. **How would the transfer impact the City’s consideration of creating a storm water utility program?**

- Provide for a comprehensive roadway & drainage maintenance program
- Provide for a much higher level of service to address long standing problems which continue to develop
Frequently Asked Questions

8. *Would VDOT employees lose their job if the expansion were to occur?*

- No - VDOT has indicated that existing employees would be transferred to other area headquarters
- It is also hoped that some VDOT employees would transfer to City employment
9. *Is VDOT willing to sell the City some of the equipment & office space which are currently used to maintain the roadways in Suffolk?*

- Yes - VDOT has indicated it is willing to convey both equipment & property to the City at a negotiated terms and conditions
Will the City be able to manage the task of maintaining the roadways currently maintained by VDOT?

Yes - through the use of contracted services & increased staffing levels, the City will be able to assume the maintenance of the roadways; recent examples which demonstrate the City’s ability include:

- In-house construction of turn lanes to Kennedy Middle School
- In-house construction of Fairgrounds traffic circle
- In-house construction of Prentis Street extended.
- Contracted construction of infrastructure related to Suffolk Industrial Park
- Contract management of Hurricane Isabel Clean-up efforts
- Ability & willingness to have staff available when major weather events occur (snow storms, wind, rain, etc.)
- Core group of competent and professional staff currently exists
11. **Will the City be able to provide a higher level of service than is currently being provided by VDOT?**

- Yes - with the substantial increase in funding the City will receive from VDOT, the City will be able to:
  - Increase the frequency of grass cutting from 4 times a year to 6+
  - Increase the frequency of ditch maintenance from 8 to 20+ years to 5 to 10 years
  - Provide more frequency of street sweeping
  - Provide closed storm sewer maintenance
  - Provide more frequent roadway shoulder maintenance
12. *What are the disadvantages of the City taking over the maintenance responsibilities?*

- Just like the current arrangement in the STD, the City will be accountable for the roadways & drainage systems.
- The City will not be able to defer requests for maintenance services to VDOT; however, VDOT will continue to oversee the City’s maintenance program and to provide input when requested by the City.
13. **Will all areas receive improved maintenance?**

- Yes - increased funding will allow for enhanced maintenance throughout the city

14. **Will the City provide closed drainage throughout the city?**

- No – however, the staff will be able to develop a priority listing of closure projects & begin closure in accordance with guidelines established by City Council
**Frequently Asked Questions**

15. *Does the transfer have the opportunity to “free up” funding previously allocated towards roadway maintenance in the Nansemond Taxing District?*

Yes - currently the City funds the following items on an annual basis:

- **Revenue Sharing Program:** $300,000
- **Street light operating costs:** $700,000
- **Street sign program:** $80,000
- **Enhanced roadside maintenance:** $60,000
- **Traffic signal maintenance:** $10,000
- **Drainage sink hole repairs:** $100,000

**Total:** $1,250,000
16. How will the secondary roadway construction program & the Urban Program be affected by the takeover?

There are three major projects in the Secondary Roadway Program & Urban Program:

- Shoulders Hill Road
- Pughsville Road
- Wilroy Road
- Finney Avenue Flyover

The estimated additional funds needed to complete these projects is $103 Million.

- Current system funded in 44 years.
- Takeover funded in 23 years.
Conclusions & Recommendations

- VDOT strongly suggests that either the complete transfer take place or that the discussion be tabled for some agreed upon timeframe, possibly the next 2 years.

- VDOT recommends meeting with the City of Suffolk staff to cover any issues which need to be addressed in order to finalize this report.

- Mutual goal is to complete a conceptual agreement by December 30th. Under this scenario, City Council would need to adopt a resolution in support of the transfer by Dec. of 2004.
Proven Ability to Perform

City of Suffolk
Department of Public Works
Prentis Street
Rosemont (CDBG) / Freeney Avenue
Kennedy Middle School Turn Lanes

E. Washington Street
Northern Shores Elementary School Sidewalk Project
Saratoga Neighborhood Project (VDOT funded)
Hurricane Isabel Clean-Up Efforts
Hurricane Isabel Clean-Up Efforts
Hurricane Isabel
Clean-Up Efforts
Example Project Cost Comparison

Mineral Springs Road (VDOT managed project)

$1,539,000  0.40 miles = $3,850,000/mile

Ashley Ave; Battery Ave; Tradd St.; Linden Ave.
(City managed project)

$1,150,000  0.84 miles = $1,370,000/mile
Recommended Plan of Action and Schedule
Schedule for January 1, 2006 Implementation

- Resolution from City Council to VDOT: Nov. 2004

- Negotiate with VDOT on details of transfer: Nov. 2004 – Apr. 2005

- Preparation of operating budget for FY 05/06: Nov. 2004 – Jul. 2005


- Employee recruitment:
  - Recruit employees: Sep. 2005 – ongoing