HILLSIDE DISTRICT PLAN – White Paper

ROAD MAINTENANCE AND SERVICE AREAS

September 28, 2007

Hillside District Plan

PUBLIC REVIEW COPY

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ROAD MAINTENANCE AND SERVICE AREAS

"The road to success is always under construction."

Overview

The Municipality of Anchorage (MOA) held three public workshops in March 2007, to solicit community input for the development of the Hillside District Plan (HDP). The HDP is a geographic-specific plan in support of Anchorage 2020; a comprehensive development plan for the entire "Anchorage Bowl" area. The HDP will refine the broad policy direction provided by Anchorage 2020. In addition it will address issues such as residential densities, water and sewer service, drainage, roads, trails and open space on the Hillside. The end product of the HDP is to guide planning and development in the Hillside area. The transportation study is just one component of the HDP.

This white paper presents a summary of how roads are currently maintained and managed within the HDP study area. It includes a brief summary of road management within the HDP study area, the methods for maintaining roadways, a summary of interviews with road service area managers who identified roadway and maintenance related issues, and descriptions of the pros and cons of future management options.

Road Management

Issues of maintenance and management responsibility are a complicated hodgepodge on the Hillside. The State of Alaska (DOT&PF) manages approximately 30 miles of roadway within the HDP study area boundary. The MOA manages approximately 45 miles of roadway within the HDP study area boundary. Approximately 155 miles of roadway within the HDP study area boundary are 'privately' maintained, either through ad hoc homeowner associations or through a type of road service area. A large number of the MOA-owned roads are in the northwest corner of the HDP study area, with the exception of Potter Valley Road which is located in the south. See the attached road map.

Many arterials that would normally be owned by the local government are actually owned by the DOT&PF in Anchorage. Historically, the local arterials in the MOA were developed by the Alaska Road Commission, which had the resources to build and maintain them at the time. When Alaska became a state in 1959, the Alaska Omnibus Act transferred all the roads within the jurisdiction of the Alaska Road Commission to the Alaska Department of Highways. Since that time, few of the roads that would normally be under local jurisdiction have been transferred. As a result, the DOT&PF continues to operate and maintain the vast majority of Anchorage's arterial and collector road network on the Hillside.

Road Maintenance

The DOT&PF and the MOA jointly share the responsibility of maintaining roadways in the Anchorage Bowl. Generally, the MOA maintains MOA-owned roads and the DOT&PF maintains state-owned roads. In cases where efficiencies can be achieved, the maintenance responsibilities have been shifted through formal maintenance agreements. Road maintenance includes summer grading, road repair work, pothole repairs, drainage ditch clearing, dust control, snow and ice removal, and ice control. On the Hillside, however, the mix of maintenance responsibility is much more complicated. Roads in the Hillside area are maintained by the following entities:

- Alaska Department of Transportation and Public Facilities (DOT&PF);
- Municipality of Anchorage – Anchorage Roads and Drainage Service Area (ARDSA);
- Other service areas – Service Area (SA), Limited Road Service Area (LRSA), and Rural Road Service Area (RRSA);
- Homeowner's associations (HOA); and
- Ad hoc maintenance groups.

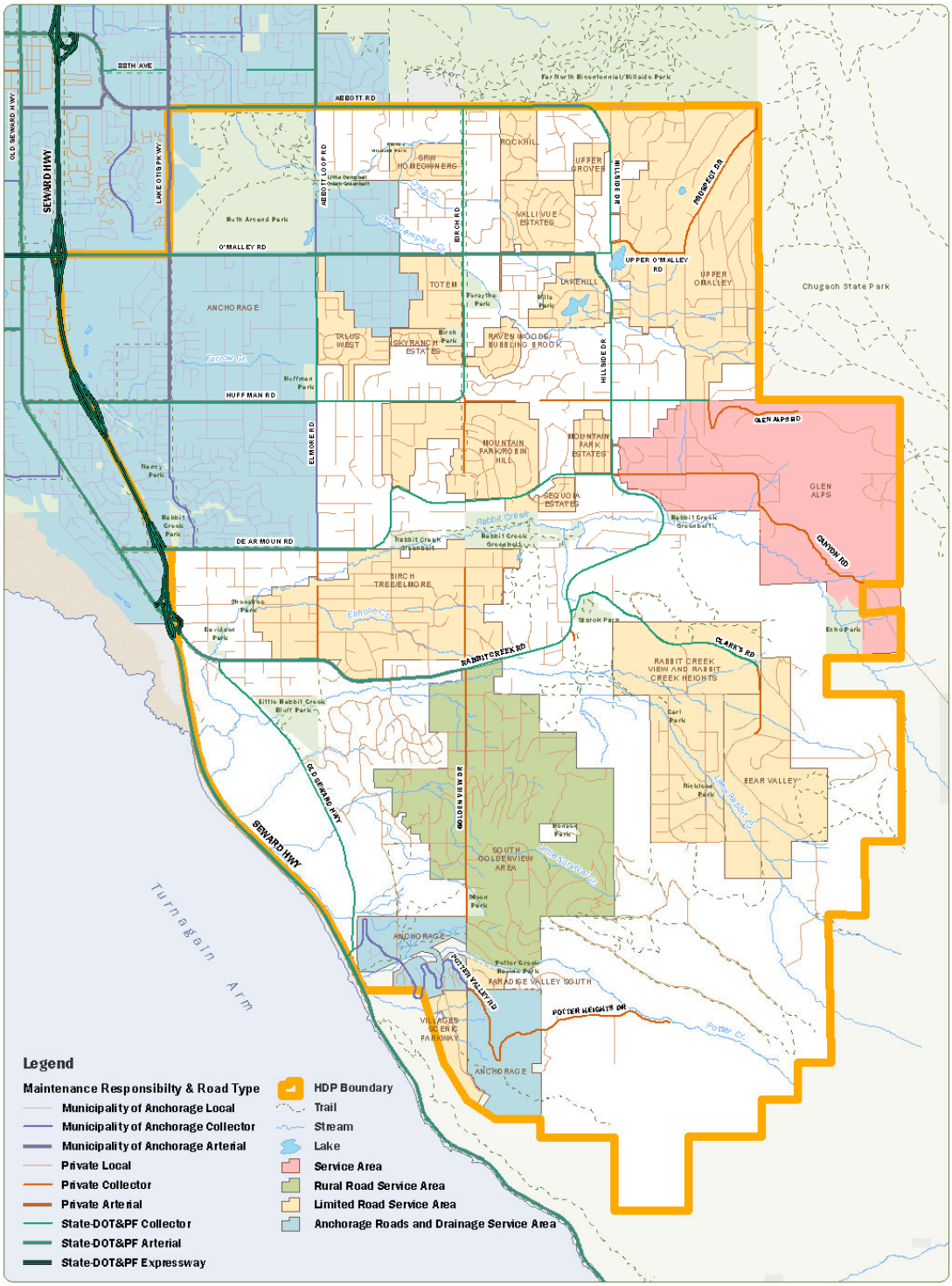
The attached figure presents the boundaries of these service areas. Approximately 50% of the entire HDP study area is serviced by ARDSA, LRSAs, SAs, or RRSAs. The remaining percentage is either maintained by ad hoc or homeowner's associations, the DOT&PF, or is state park and undeveloped lands which does not require and/or perform road maintenance.

The northwest corner of the HDP study area as well as two pockets of land southeast of Potter Marsh are located within the ARDSA boundary. The ARDSA boundary makes up approximately 18% of the total HDP study area. The 18 LRSAs make up approximately 22% of the total HDP study area, with the two other service areas – Glen Alps SA and South Goldenview RRSA – consisting of approximately 7% each of the total HDP study area.

Services Areas are established by the Anchorage Assembly under Anchorage Municipal Code (AMC) Title 27, to provide varying levels of road maintenance services for rural roads on the Anchorage Hillside. They are formed when the voters in a defined area petition the Assembly to place a ballot proposition on the municipal general election ballot, and the majority of the votes cast within the defined area favor the ballot proposition.

Road Service Areas within the Hillside District Plan Study Area

Anchorage Roads & Drainage Service Area	18%
Limited Road Service Area	22%
Service Area (Glen Alps)	7%
Rural Road Service Area (South Goldenview)	7%
Non-service area	46%



Hillside District Plan

Road Maintenance Responsiblity

0 1,500 3,000 6,000 Feet

1:38,199

N

Data Sources: Municipality of Anchorage, AKDNR.

Alaska State Plane, Zone 4, NAD 1983
Contour interval 20 ft.

File: HDP_RdOwnership_11x17_LR.mxd, 09/14/07

Funding

Each service area has a locally elected Board of Supervisors that determines the scope of work and oversees completion of the work. The road maintenance is completed by private contractors selected through a competitive bidding process managed by the MOA. Each service area maintains a separate fund for exclusive use within the service area financed by a uniform property tax levy collected and maintained by the MOA. The MOA retains up to 12% of the tax as its management fee. Funds not used in any calendar year are carried over to that service area fund for future road maintenance and repairs. LRSAs have a fixed independent mill levy specifically for road repair and maintenance. The maximum mill rate is established by the voters in the LRSA, and the mil rate and annual service area budget is adopted by the Assembly. Table 2 lists the mil rate for each road service area. The table also depicts the different revenue projections based on various mil rate options.

Differences between Service Areas Types

The ARDSA is the largest road service area in Anchorage. ARDSA has full maintenance and construction authority for drainage and road facilities. Service Areas, such as the Glen Alps Service Area, have the authority to construct, reconstruct, and rehabilitate roads within its service area, subject to funding availability. Service Areas also have the authority to seek bonding, after Assembly ordinance and ballot proposition for approvals, for roads within the area. SAs can collect fees to construct capital improvement projects. RRSAs also have the ability to set aside capital funds and build and improve roads. LRSAs only have the authority to maintain the roads, but that has been interpreted loosely to allow LRSAs to make improvements to their roads. LRSAs continue until they are altered or abolished by a majority vote of residents. LRSAs, ad hoc groups, and HOAs do not have the planning, design, or funding capabilities or mechanisms required to identify and construct major roadway upgrades.

Table 1. Comparison of Road Service Area Types

	Anchorage Roads and Drainage Service Area	Service Area	Rural Road Service Area	Limited Road Service Area	Ad hoc
Authority for road maintenance	●	●	●	●	●
Authority for Capital Improvements to roads and drainage	●	●	●		
Created by municipal action; requires majority vote	●	●	●	●	
Taxation within service area boundaries	●	●	●	●	Usually
Regulated by planning	●				
Authority for curbs, gutters, lighting, sidewalks	●				

Table 2. Potential Annual Revenues Based On Service Area Mil Rates in the HDP Study Area

	Number of Parcels	Miles of Private Road	Available Fund Balance (September 2007)	Existing Mil Rate	Taxable Value*	Estimated Current Annual Revenue**	Potential Annual Revenue Projections Based on Various Mil Rate Options				
							Lowest Mil Rate Option (1.00)	Mean HDP Mil Rate Option (1.78)	Chugiak-Birchwood-Eagle River (CBERRSA) Mil Rate Option (2.2)	Highest Mil Rate Option (2.75)	Anchorage Roads and Drainage Service Area Mil Rate (3.75)
Bear Valley LRSA	122	4.90	-$1,420	1.50	$25,024,790	$37,537	$25,025	$44,431	$55,055	$68,818	$93,843
Birch Tree Elmore LRSA	497	12.21	$150,530	1.50	$146,560,420	$219,841	$146,560	$260,214	$322,433	$403,041	$549,602
Glen Alps SA	397	10.89	$103,780	2.75	$84,939,290	$233,583	$84,939	$150,808	$186,866	$233,583	$318,522
Lakehill LRSA	74	1.52	$71,030	1.50	$27,976,200	$41,964	$27,976	$49,671	$61,548	$76,935	$104,911
Mountain Park Estates LRSA	105	1.51	$34,210	1.00	$27,380,700	$27,381	$27,381	$48,614	$60,238	$75,297	$102,678
Mountain Park Robin Hill LRSA	270	5.83	$71,310	1.30	$81,108,520	$105,441	$81,109	$144,006	$178,439	$223,048	$304,157
Paradise Valley South LRSA	42	0.36	$6,800	1.00	$10,138,100	$10,138	$10,138	$18,000	$22,304	$27,880	$38,018
Rabbit Creek LRSA	347	6.36	$5,120	2.50	$27,263,640	$68,159	$27,264	$48,406	$59,980	$74,975	$102,239
Raven Woods LRSA	33	1.02	$9,900	1.50	$10,515,200	$15,773	$10,515	$18,669	$23,133	$28,917	$39,432
Rockhill LRSA	62	1.29	$123,850	1.50	$25,710,600	$38,566	$25,711	$45,649	$56,563	$70,704	$96,415
Sequoia Estates LRSA	25	0.63	$275	1.50	$13,109,700	$19,665	$13,110	$23,276	$28,841	$36,052	$49,161
Skyranch Estates LRSA	93	0.93	$78,530	1.30	$20,898,100	$27,168	$20,898	$37,104	$45,976	$57,470	$78,368
South Goldenview RRSA	746	19.71	$49,440	1.80	$238,604,558	$429,488	$238,605	$423,636	$524,930	$656,163	$894,767
SRW Homeowners LRSA	129	1.66	$3,390	1.50	$27,914,050	$41,871	$27,914	$49,561	$61,411	$76,764	$104,678
Talus West LRSA	192	2.47	$227,060	1.30	$50,973,468	$66,266	$50,973	$90,502	$112,142	$140,177	$191,151
Totem LRSA	67	1.18	$48,680	1.50	$18,340,090	$27,510	$18,340	$32,562	$40,348	$50,435	$68,775
Upper Grover LRSA	37	0.68	$6,059	1.00	$11,156,300	$11,156	$11,156	$19,808	$24,544	$30,680	$41,836
Upper O'Malley LRSA	699	17.64	$55,040	2.00	$263,499,090	$526,998	$263,499	$467,836	$579,698	$724,622	$988,122
Valli Vue Estates LRSA	233	3.05	$482,050	1.40	$72,099,550	$100,939	$72,100	$128,011	$158,619	$198,274	$270,373
Villages Scenic Parkway LRSA	50	0.17	$14,500	1.00	$10,838,800	$10,839	$10,839	$19,244	$23,845	$29,807	$40,646
Sub-total			$1,540,134		$1,194,051,166	$2,060,282	$1,194,051	$2,120,008	$2,626,913	$3,283,641	$4,477,692
Areas not in service areas (ad hoc)	3321	58.85		unknown	$945,569,438	unknown	$945,569	$1,678,835	$2,080,253	$2,600,316	$3,545,885
Sub-total					$2,139,620,604	$2,060,282	$2,139,621	$3,798,842	$4,707,165	$5,883,957	$8,023,577
Hillside Study Area Anchorage Road and Drainage Service Area (ARDSA)	3333	4.21		3.75	$942,623,665	$3,534,838,744	$942,624	$1,673,604	$2,073,772	$2,592,215	$3,534,839
Total					$3,082,244,269	$3,536,899,026	$3,082,244	$5,472,446	$6,780,937	$8,476,172	$11,558,416

Note: This table is for comparison purposes only and does not reflect actual budget amounts received by LRSAs every year.

* Taxable value based on 2006 data from City Tax assessor, MOA Parcels GIS layer and LRSA GIS layer.

** Based on applying mil rate to taxable value. For exact budget values, verify with MOA.

How well do road service areas work?

There are 18 LRSAs, one Service Area (Glen Alps), and one Rural Road Service Area (South Goldenview) providing road maintenance services within the HDP study area. A representative from the Board of Supervisors for each of the 20 service areas was interviewed and asked questions pertaining to drainage and transportation issues facing their respective service area. The following transportation related questions were asked to each interviewee:

- What and where are the traffic issues/problems in your service area?
- How do you feel about the LRSA/SA system?
- Are the city's road maps accurate in your area?

Generally, responses received from the service area interviews indicate most Board of Supervisors members think LRSAs work well. One interviewee said that LRSAs are best for maintenance, but don't do much regarding new roads and development. Another LRSA interviewee stated that he is moderately satisfied with LRSA contractors, though quality of service can vary and is sometimes inconsistent.

Also, the MOA Service Area Coordinator was interviewed to provide information on service area operation, mil rates, savings amounts, and strengths and weaknesses of the system.

Roadway and Maintenance Issues – Summary of Interviews

The service areas experiencing the most transportation-related issues are located in the middle of the HDP study area. These service areas include Mountain Park/Robin Hill LRSA, Birch Tree/Elmore LRSA, South Goldenview RRSA, and Rabbit Creek LRSA. These areas are experiencing new development or are located in an area where roads are functioning, whether designed for such traffic or not, as thoroughfares. Most of the transportation issues discussed were not about maintenance. Issues raised included steep roads, lots of traffic, excessive speeds, through-traffic in neighborhoods, dangerous intersections, lack of connectivity, and needed pedestrian improvements. The main maintenance issue raised was dust. The following is a brief summary of the maintenance and transportation issues that were raised during the interviews.

Bear Valley LRSA

The Bear Valley LRSA is located on the upper Hillside and is characterized by steep terrain. The LRSA is experiencing a great deal of development. Many residents have problems with their driveways washing out as well as LRSA roads. Lack of planning for drainage issues has caused damage to roads and driveways.

Birch Tree Elmore LRSA

The Birch Tree Elmore LRSA is the third largest on the Hillside. It is located in the middle of the HDP study area, between two arterials – De Armoun Road and Rabbit Creek Road. The LRSA has problems with glaciation from springs that are mostly located on private property and flow across roads. Roads oftentimes have potholes in the summer months. This LRSA experiences many traffic issues, though the top concerns are excessive speeds and increased non-LRSA traffic using LRSA roads as a thoroughfare between South High and Goldenview Jr. High Schools. E. 142nd is one of the roads experiencing a significant increase in traffic. The city road maps are inaccurate for this LRSA.

Glen Alps Service Area

The Glen Alps Service Area is located on the upper Hillside. It is one of two service areas in the HDP study area (the other is the South Goldenview Rural Road Service Area), that have the authority to construct, reconstruct, and rehabilitate roads within its service area, subject to funding availability, unlike LRSAs. The Glen Alps Service Area is a general service area which provides any services that were once performed by the former City of Glen Alps. However, the municipal code also enables road maintenance, reduction and improvements in this general service area. The mill rate for this service area, 2.75, is much higher than that in other areas.

The Glen Alps Service Area is characterized by steep terrain. The Service Area experiences a significant amount of non-SA traffic as it provides access via Upper Huffman and Glen Alps Road to the Glen Alps Trailhead (Flattop) parking lot, and via Upper DeArmoun and Canyon Road to the Rabbit Lakes Trailhead. Roads are a mix of dirt, chip seal, and pavement.

Lakehill LRSA

The Lakehill LRSA is a small developed LRSA with few outlets, located on the mid-Hillside. Most roads center around Lake of the Hills. The LRSA experiences good budgets and maintenance. All roads are paved except Macbeth Drive east of Craig Creek. Traffic is mostly local because there are no 'short cut' roads through the LRSA. Before the LRSA existed, residents in this area maintained their roads through a homeowners association. City road maps are mostly accurate, except for several roads that are depicted with through connections when they actually are not connected.

Mountain Park Estates LRSA

The Mountain Park Estates LRSA is a small LRSA with about 100 half acre lots subdivided in a grid layout. It is located on the mid-Hillside, near the corner of Hillside Drive and De Armoun Road. This LRSA has been developed for years, and as such, the roads have been worked on so they are easier to maintain. The roads experience potholes in the springtime, but these get fixed quickly.

Mountain Park Robin Hill LRSA

The Mountain Park Robin Hill LRSA is a medium-sized LRSA located on the mid-Hillside between Huffman Road and De Armoun Road. Most of the lots in the LRSA are developed. This LRSA experiences many traffic issues, with the top concerns being excessive speeds and increased non-LRSA traffic using LRSA roads as a thoroughfare between the two major roads. People drive into the ditches at several intersections along Birch Road. Road connectivity is an issue in this LRSA. The city road maps are inaccurate for this LRSA.

Paradise Valley South LRSA

The Paradise Valley South LRSA is located in the south end of the HDP study area. It is a very small but developing LRSA. It has one main road with three small cul-de-sacs. The LRSA does not have adequate funds to properly maintain the road. There are high levels of non-LRSA traffic traveling on the roads within the LRSA, likely from people shopping for vacant land. Dust is also an issue. The city road maps are accurate for this LRSA.

Rabbit Creek LRSA

The Rabbit Creek LRSA is located on the upper Hillside and is characterized by steep terrain. The LRSA is experiencing a great deal of development. Speeding and dust are major issues. Traffic is generally local. During the winter, there are several intersections at which cars go into the ditch, quite often due to speeders.

Raven Woods LRSA

The Raven Woods LRSA is one of the smaller LRSAs, located on the mid-Hillside between O'Malley Road and Huffman Road. Roads have improved over the years with steady maintenance. The LRSA experiences few traffic issues, with traffic mostly being local. The maintenance service provided by LRSA contractors is inconsistent and the quality varies. Grizzly Avenue, which shows up on city maps, does not exist.

Rockhill LRSA

The Rockhill LRSA is a smaller LRSA located on the mid-Hillside in the northern portion of the HDP study area. It contains 56 lots generally 1 to 1.25 acres, which are mostly developed. All the roads on the plat in the Rockhill LRSA are functional, paved, and have street signs. The Rockhill LRSA received legislative assistance to complete paving. Paving has eliminated the former dust problems.

The LRSA experiences some traffic problems. However, when the Valley View subdivision directly to the south was developed, through-traffic in the Rockhill LRSA increased considerably. The LRSA pursued traffic calming, and speed humps were installed which has helped a little.

Before the LRSA existed, residents in this area maintained their roads through a homeowners association.

Sequoia Estates LRSA

The Sequoia Estates LRSA is small and developed, with 25 one to one and a half acre lots. The LRSA only has two outlets, with all the roads paved. Traffic is mostly local. City maps accurately portray the roads within the LRSA.

Skyranch Estates LRSA

The Skyranch Estates LRSA is a small LRSA, located between Huffman Road and O'Malley Road. Only one road exists in and out of Skyranch Estates. There is a major development, with 80 new homes, currently under construction to the south of the LRSA, which may increase the amount of traffic near the LRSA. Several accidents have occurred at the intersection of Birch Road and Whispering Spruce Drive. There is moderate satisfaction with the LRSA contractors. City maps show a connection at the west end of Whispering Spruce Drive to Our Road which does not exist.

South Goldenview Rural Road Service Area

The South Goldenview rural road service area is one of the largest on the Hillside, located just south of Rabbit Creek Road. It just recently switched from a LRSA to a rural road service area. The area is experiencing rapid development. Roads are a mix of dirt and pavement. Residents feel development has occurred and that the roads are not adequately sized to meet the traffic numbers. The area is characterized by lack of connectivity, with most of the service area traffic entering and exiting through Goldenview Drive. Many roads are steep and windy. Goldenview Drive experiences congestion and public comment indicates the intersection of Goldenview Drive and Rabbit Creek Road needs to be improved because of safety concerns.

SRW Homeowners LRSA

The SRW Homeowners LRSA is a smaller LRSA located on the mid-Hillside in the northern portion of the HDP study area. All of the LRSA roads are dirt, though many are steep. Traffic is mostly local. City road maps accurately portray the roads in the LRSA.

Talus West LRSA

The Talus West LRSA is a smaller LRSA located between Huffman Road and O'Malley Road, though it just recently doubled in size. Roads in the southern half of the original Talus West LRSA are paved, and the roads in the newer northern half of the original Talus West LRSA are narrow and gravel with no ditches. In 2007, Talus West LRSA annexed the new Cross Estates Subdivision, approximately 75 acres located between Our Road and Birch Road. Other than some speeding, Talus West LRSA experiences few

traffic issues, as there are no 'short cut' roads, so the LRSA does not experience through-traffic. City road maps need to be corrected to portray 112th Avenue, which now connects to Elmore Road and provides access to Wild Iris Circle.

Totem LRSA

The Totem LRSA is a smaller LRSA located between Huffman Road and O'Malley Road. Most roads are gravel, with the exception of Totem Road and E. 115th Avenue which are chip sealed. The only traffic issue reported in the LRSA is speeding on O'Malley. City road maps accurately portray the roads in the LRSA.

Upper Grover LRSA

The Upper Grover LRSA is a small LRSA, located on the mid-Hillside in the northeastern corner of the HDP study area. There are seven roads, three of which are cul-de-sacs. The LRSA does not experience significant traffic issues.

Upper O'Malley LRSA

The Upper O'Malley LRSA, one of the largest LRSAs, is located on the upper Hillside in the northeastern corner of the HDP study area. Road quality has improved over the years. Traffic is mostly local, except for vehicles using the roads to access the state park and trails. Some residents are not content with the road maintenance, but they believe it is better within the LRSA system than outside of it. City road maps are accurate.

Valli Vue LRSA

The Valli Vue LRSA is a small developed LRSA located on the mid-Hillside between O'Malley Road and Abbott Road. The area is completely built out with average elot sizes about ½ acre. The road system is paved. The LRSA experiences few traffic problems, other than speeding through the neighborhood. Speed humps were installed in 2006. Residents believe the LRSA system is effective.

Villages Scenic Parkway LRSA

The Villages Scenic Parkway LRSA is a small LRSA located in the south end of the HDP study area. There is one main road and a few smaller roads. About half the roads are chip sealed; about half are gravel. Water softens the roads in the spring, though it dries as summer comes. When the road is graded and in good shape, speeding is an issue. The road is oiled to keep the dust down.

Management Issues To Be Resolved

The Hillside area was originally a semi-rural setting that developed slowly as large residential lots. Roads were primarily used by residents to access their homes, resulting in a low-volume of traffic. Road standards were not institutionalized or met, which was perfectly acceptable to residents who were willing to accept slower speeds and non-paved roads to access their homes from the DOT&PF maintained arterials and collectors. This meant maintenance needs on the residential roads were limited to grading, sanding, and plowing in most cases. These responsibilities were assigned to local organizations of residents (LRSAs) or left unassigned and were taken up by ad hoc groups or homowner's organizations.

As Anchorage's population increased, development on the Hillside has grown, infilling with more dense residential and commercial development. Increased development will likely continue at rapid rates. Consequently, more road users are on the road network, and roads that were initially built and conceived of as low-use are now experiencing higher-use, through-traffic, and speeding. Low-use roadways are evolving into higher-use roadways. The current problems of speeding and increasing through-traffic are symptomatic of a larger underlying problem—the responsibility and authority to plan, maintain, and upgrade these higher-use roadways is currently up in the air. Those responsible for local road maintenance are simply not equipped to manage the higher-use roadways, either with the proper authority, adequate funding, or necessary technical backgrounds. LSRAs and ad hoc groups cannot fund the higher levels of maintenance and construction required to make these newly developing higher-use roadways safe and efficient. Nor will the short-term solution of installing speed humps solve the problem.

The Hillside District Plan will need to address these conflicts between original road uses and developing road use. The plan will also need to address the following issues:

Local Control: Local control over road maintenance is endorsed by many Hillside residents. Because services are provided by private contractors who are selected through a competitive bidding process, maintenance is completed in a timely manner. Furthermore, many residents are satisfied with road maintenance at levels the MOA would class as below-standard.

Equity. LRSAs levy different mil rates on their residents, resulting in different levels of funding. In non-service areas, residents may pay nothing into their local maintenance or construction funds. This means some residents are paying less or not at all, but are driving through and depending on areas of good maintenance. These residents may not be paying a fair share; yet they contribute to the degradation of the road and certainly benefit from the good maintenance performed by others.

Safety. To the extent that emergency travel might be required on road connections which may or may not be well maintained, poor maintenance could affect the accessibility and timeliness of emergency providers or provision of reliable safe evacuation routes. Also, interviewees noted that speeding through neighborhoods was a regularly-voiced local

concern. Some intersections are not designed very safely, such as the intersection of Goldenview Drive and Rabbit Creek Road.

Capital Improvements. LRSAs do not have authority to amass and expend money for capital improvements. As roadways age or see wear and tear from traffic for which they were not designed, LRSAs have limited ability to make necessary improvements. The MOA similarly does not have the authority to build and maintain roads outside the ARDSA boundaries. The DOT&PF is unlikely to have the capital to come in and make improvements, or if they do get state grants, design and management of such projects is not likely to be their top priority given their responsibility and capital needs on major state roads and staff workload.

To resolve these issues, changes to the management structure on the Hillside should be considered.

Options for the Future

If changes to the maintenace and management structure are desired or deemed warranted a number of options exist. These are described in bullets below. Many of them suggest changes to service areas. Changes to or creation of services areas (including SAs, LRSAs, RRSAs, and ARDSA) can be initiated in three ways:

1. by the Assembly via introduction of an ordinance;
2. by the administration via introduction of an ordinance; or
3. by petition of local residents. If the action has been initiated by petition of local residents, the MOA departments must review and approve the action. The action is then sent to the Assembly to draft up an ordinance.

After initiation in one of the modes listed above, the drafted ordinance is included as a ballot proposition and is voted on by the residents where the action would have an impact. If the ballot proposition passes, the Assembly passes the ordinance.

- **Expansion of the LRSA system.**

  Non-serviced areas could become LRSAs. See description above for process steps. Areas are usually drawn along district voting lines.

  Existing LRSAs could consolidate, and/or non-serviced areas could be annexed into existing LRSAs. See description above for process steps. Areas are usually drawn along district voting lines. The ballot proposition would need to be passed in both the area desiring to be annexed and the existing LRSA.

  Pros: Expanding the LRSA system either by creating new LRSAs or annexing new areas into existing LRSAs would enable neighborhoods to maintain roads to the levels they desire. Joining a LRSA can provide greater opportunities to leverage funding, and some LRSAs have received legislative assistance to complete road projects. LRSAs also take on the responsibility collecting maintenance funds done on an ad-hoc basis in non-service areas.

  Cons: Expanding the LRSA system does not solve the problem of funding capital improvement projects. Nor does it necessarily provide a mechanism to collect revenue from cut-through traffic. LRSAs do not generally provide for a long-term land planning function. The absence of planning can sometimes lead to destruction of private property (flooded driveways), especially when the LRSA roads are used by new, high density development that springs up in the area. LRSAs don't have as much control, and it can be difficult to work through Municipal approval processes, for example for speed humps or other traffic calming.

  Also, annexing new areas into existing LRSAs presents some problems. Some LRSAs have large savings accounts, and, as pointed out by a member of the CAC, combining LRSAs might force a difficult reconciliation of disparate savings accounts. The recently consolidated Talus West LRSA may provide some lessons for how to integrate various road types in a single, new LRSA.

- **Reclassifying LRSAs as Rural Road Service Areas.**

  A Rural Road Service Area (such as South Goldenview and Chugiak-Birchwood-Eagle River) is similar to a LRSA, but a RRSA has the authority to provide capital improvements for roads and drainage and to collect taxes to support those improvements.

  For the South Goldenview reclassification from a LRSA to a RRSA, the Board of Supervisors presented their request to the MOA. The Mayor approved the request and forwarded it to the Assembly. The Assembly revised the ordinances and created a ballot proposition to enable the reclassification, and all South Goldenview residents had the chance to vote. The ballot proposition passed by a majority, and the South Goldenview LRSA was reclassified as South Goldenview RRSA. A similar process would occur for any LRSA that wished to be reclassified. Also, see the steps above for more details.

  Pros: Becoming a RRSA enables the service area to pursue, fund, and complete their own capital improvement projects. The service area has local autonomy and ability to decide what projects the service area would like to complete. The RRSA is still able to perform their own maintenance, planning, and construction projects at the level appropriate and within the timeframe desired by residents.

  Cons: Funding for the RRSA is still drawn only from within the boundaries of the RRSA. In other words, funding is not available from drivers who are using the RRSA roads as through-traffic. As a RRSA, funding is not as readily available from the state as it is to ARDSA or DOT&PF roads. Furthermore, the responsibility for the Board of Supervisors to plan and manage large construction projects can be daunting.

- **Expansion of ARDSA**

  Incorporate the existing LRSAs, SA, and RRSA into ARDSA. The expansion of ARDSA would require the same process as set forth to change any service area classification (see above). Those within ARDSA and those wishing to be annexed to it would have to approve the ballot proposition by majority votes. It is likely that the expansion of ARDSA would be initiated by the Assembly rather than by resident petition.

  Pros: Joining ARDSA would make capital improvement projects easier to complete, and would transfer the responsibility for maintenance to the MOA. Major roads, such as collectors and arterials (some of which are currently within LRSA's, would be funded through municipal and state capital programs. Roads would be classified and brought up to municipal standards, improving safety and access. Joining ARDSA would also make service area eligible for reconstruction RIDs.

  Cons: It may be difficult to pass a ballot proposition to enlarge ARDSA as it may result in an increase to mill rates city-wide. Hillside residents would lose control over how their roads are maintained. Most residents report liking the local control they have over their maintenance contractors. Some roads would receive increased levels

of maintenance in order to meet MOA standards; and it may be that residents are perfectly happy with some of these roads remaining at their current level of service (e.g. minimal maintenance can be a speed deterrent.) There is also some concern that ARDSA will not be able to maintain the Hillside roads quickly enough (i.e. plow immediately after a snow) to be acceptable to residents. ARDSA taxes would likely be higher than current LRSA mil rates.

- **Conversion of Collectors and Arterials only to ARDSA.**

  Transfer Collectors and Arterials to ARDSA and allow other roads to continue maintenance as they do currently.

  Pros: This hybrid option would enable service areas to perform maintenance on their local roads on their own timeframe and with their own contractors, while placing roads that are used as Arterials and Collectors into the management of ARDSA. Major roads, such as collectors and arterials, would be funded through municipal and state capital programs. This would mean that funding for the Arterials and Collectors would come out of a much larger, common pot, and that the tax structure would be more equitable. ARDSA would also be able to implement capital improvement projects, bringing Arterials and Collectors up to municipal standards, thereby making them safer.

  Cons: While cost for residential road maintenance would likely remain the same, residents would also have to pay ARDSA taxes for Arterials and Collectors in addition to LRSA/RRSA/SA taxes. The overall cost to Hillside residents would likely be higher. Also, as time goes on, the process of reassessing and transferring ownership would need to happen, to transfer other roads that are developed as Arterials and Collectors through the private development process.

- **Transfer of Arterials and Collectors away from DOT&PF**

  Much of the arterial and collector road network on the Hillside are state roads, managed by the DOT&PF. Similar to the bullet point above, ARDSA could take over management and maintenance responsibility for the entire arterial and collector road network from DOT&PF.

  Pros: Rather than having two government entities providing a patchwork of maintenance, there would be consistency in having only one entity. Generally, the MOA is more responsive to local concerns as there is more direct political access to city officials than there is with state officials. This generally means that MOA maintained roads have a higher maintenance service level. Part of the reason for this is that state maintenance funding has not kept up with inflation and is spread thinly throughout the region. The city has greater ability to generate maintenance funds through local taxes.

  Cons: Local taxes would have to be raised to cover the maintenance costs currently borne by the state. This would mean that taxes over the entire ARDSA district would go up which may be a politically challenging sell.

- **Creation of road improvement districts (RIDs).**

  Creating a road improvement district (RID) is an established method to fund local road improvements in which the Municipality designates a RID, and then partially finances, designs, and constructs the requested improvements. Property owners agree to repay a portion of the costs through special assessments. The RID includes all those who will specifically benefit from the improvements, i.e. abutting property and property that accesses the road via driveways. Each property is assigned an assessment share proportionate to the benefit received from the improvements.

  In upgrade RIDs, where local roads are improved to an upgraded standard (such as gravel to pavement), the Municipality pays 30% of the costs if property owners agree to pay the remaining 70%. In reconstruction RIDS, where local roads are reconstructed to the same standard, the Municipality pays 90% of the costs, if property owners agree to pay the remaining 10%; reconstruction RIDs are only permitted for roads within ARDSA.

  To create a RID, a petition must be filed with the signatures of the property owners who would bear more than 50 percent of the estimated cost. The Assembly must hold a public hearing on the proposed action, and then they must pass an ordinance creating the RID.

  Pros: RIDs allow LRSAs to complete capital upgrade projects at only part of the cost. LRSAs can maintain their autonomy for maintenance and yet benefit from cost sharing with the MOA for major upgrade projects.

  Cons: RIDs for reconstruction are only applicable to roads within ARDSA, which limits most of such a program's effectiveness for the HDP study area to upgrade programs only. Capital improvement projects for new roads would not be allowed, as LRSAs are not part of ARDSA. Under the RIDs, LRSAs still end up paying for maintenance and upgrades that are needed because other non-LRSA residents are using the roadways as thoroughfares. Equity is not addressed.

- **Collaboration between LRSA/RRSA/SAs and MOA on assessment, planning, and construction management; LRSA/RRSA/SAs maintain control, but have financial incentive to work with MOA and bring roads up to standards**

  A hybrid combination leaves responsibility for maintenance and action with LRSA/RRSA/SAs, but provides an option for LRSAs to receive planning, road assessment, construction, and management support from MOA. For example, the Department of Public Works and Traffic Department would provide technical assessment of road conditions and make recommendations regarding the upgrades/construction projects to be performed. The LRSA/RRSA/SAs and MOA would jointly prioritize projects and create a long-term plan. An incentive could be provided for LRSAs to use the technical expertise of the MOA and commit to long-term plans: a cost sharing structure (modeled on RIDs) could provide financial support to LRSA/RRSA/SAs to undertaking larger construction projects. Construction would be monitored and supervised by the MOA.

Pros: This hybrid option creates long term plans, provides incentive for LRSAs to complete needed projects, leverages the expertise of the MOA Planning and Traffic Department and enables LRSA/RRSA/SAs to maintain some autonomy in setting goals and using funds. Major road improvement projects, such as collectors and arterials, would receive partial funding through municipal programs.

Cons: The collaborative process may be overly complex and could result in lengthy consultation and negotiation, slowing down delivery of projects. LRSAs still end up bearing the brunt of upgrade costs that may be needed because other non-LRSA residents are using the roadways as thoroughfares.

- **Continuing with the status quo**

  Another option is to leave the situation as is, which gives maximum flexibility and responsibility to Hillside residents to form their own ad hoc groups, homeowner's associations, LRSA/RRSA/SAs.

  Pros: Nobody likes change, and this option is the easiest to implement. Those that want to be in LRSAs already are, and those that don't want to be in LRSAs would remain autonomous.

  Cons: Roads that are being used at Arterial and Collector levels will continue to degrade, causing greater safety problems. Equity between those paying to maintain roads and those using them would not be addressed. Capital improvement projects would proceed only when funding was available.