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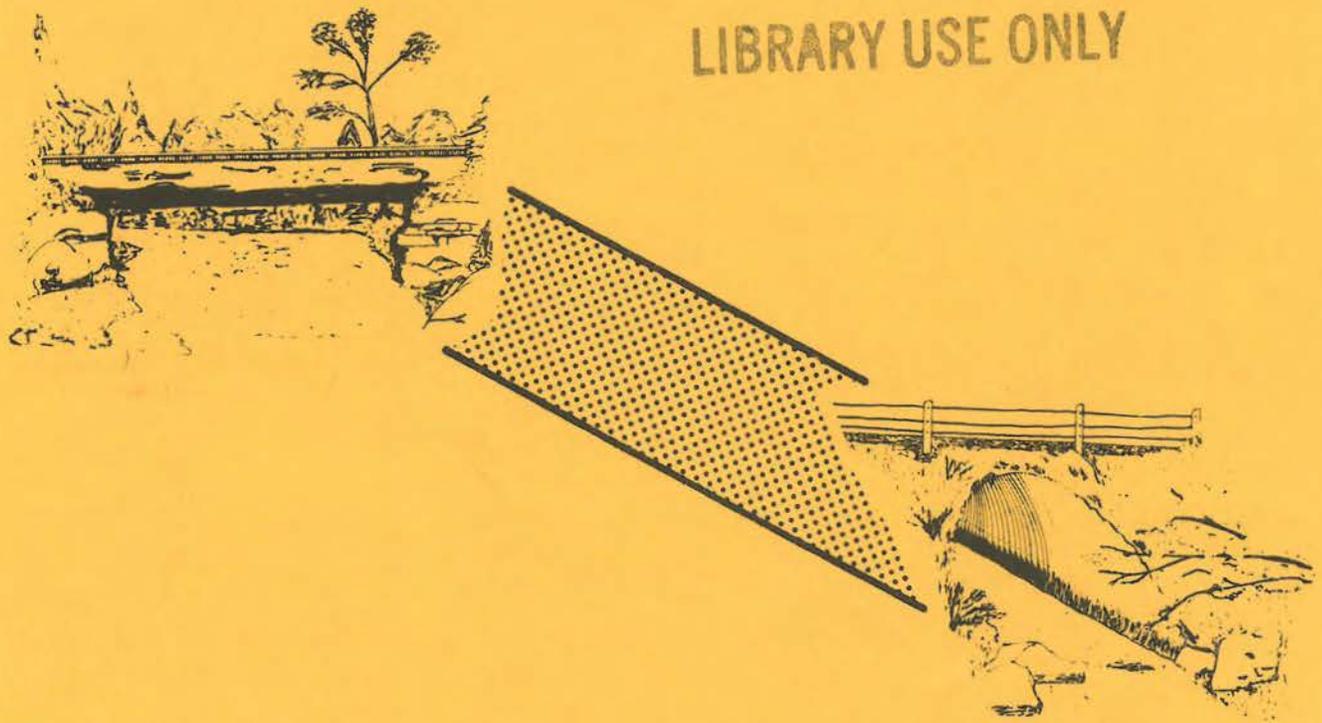


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# LOCAL BRIDGES

## CONDITION and MANAGEMENT STRATEGY

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*Prepared For*  
**THE JOINT STANDING  
COMMITTEE ON TRANSPORTATION**



February 1, 1985



STATE OF MAINE  
DEPARTMENT OF TRANSPORTATION  
TRANSPORTATION BUILDING  
STATE HOUSE STATION 16 AUGUSTA, MAINE 04333



DANA F. CONNORS  
*Commissioner*

February, 1, 1985

Honorable Peter W. Danton, Senate Chairman  
Honorable Raynold Theriault, House Chairman  
Joint Standing Committee on Transportation  
State House  
Augusta, Maine 04333

Dear Senator Danton and Representative Theriault:

Enclosed is a report on state and town bridges located on State Aid Highways and Town Ways developed in accordance with Public Law 1984, Chapter 71, as passed by the 111th Legislature.

This report, developed with the advice and assistance of an Advisory Committee from the Maine Municipal Association, contains: (1) An historical background which explains the current status of ownership, maintenance responsibility, and capital improvement cost sharing requirements of these bridges; (2), summaries of existing ownership, maintenance responsibilities, and condition of these bridges; and (3), recommendations concerning an overall strategy for the management of these bridges.

The Department is currently reviewing the developed recommendations with the Legislative Policy Committee of the Maine Municipal Association and the Maine County Commissioners Association. It is our intention to consider the views of each of the Association thoughtfully, with the hope that a proposal for enabling legislation can be submitted in the near future that will be supported by all affected parties.

It would be my recommendation that enabling legislation considering the concepts of ownership, maintenance responsibilities and capital improvements for these bridges be considered during this legislative session and that the Department be further required to bring to the Legislature in 1986 proposals for funding the capital improvements. The capital improvement issue will undoubtedly require increased funding levels over an extended period of time if proper attention is to be given to this most important component of State Aid Highways and Town Ways.

Honorable Peter W. Danton, Senate Chairman  
Honorable Raynold Theriault, House Chairman  
Joint Standing Committee on Transportation  
February 1, 1985  
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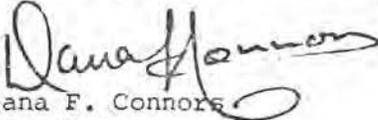
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I believe that the recommendations contained in the report fairly and equitably balance the interests of the towns and the highway user. I further believe that the recommendations provide a practical vehicle to direct proper interest and resources to state and town bridges on State Aid Highways and Town Ways.

If it is the desire of the Transportation Committee, I would be pleased to make appropriate staff available to discuss this report with you.

Very truly yours,

MAINE DEPT. OF TRANSPORTATION

  
Dana F. Connors  
Commissioner

DFC:mb

cc: Honorable Joseph E. Brennan, Governor  
Honorable Charles P. Pray, President of the Senate  
Honorable John L. Martin, Speaker of the House  
James Gallagher, President, Maine County Commissioners Association  
Kay Rand, Director, State and Federal Relations, Maine Municipal Association

## REPORT TO LEGISLATURE ON LOCAL BRIDGE FINANCING

### PURPOSE

In April 1984, the 111th Maine Legislature passed L.D. 2291, a "Resolve, Authorizing and Directing the Department of Transportation to Continue to Study and Report on the Condition of State and Local Bridges on the Local and Collector Systems and to Recommend Strategies for Improving their Overall Condition." The Resolve not only authorized a study of the condition of state and local bridges, but in addition directed the Department to develop, with the advice of the Maine Municipal Association, a strategy for the management of all bridges, and to report any findings and recommendations to the first session of the 112th Maine Legislature.

The full study was authorized because a preliminary study conducted by the Department of Transportation had verified that there were serious deficiencies in the sufficiency and capacity of many of Maine's older bridges. Many of these bridges are relatively short, (between 10 and 20 feet), and therefore not eligible for federal funds, and many are the responsibility of the towns and are located either on the Townway or the State Aid systems.

The Department was directed to develop strategies to maintain and improve state and local bridges at the least possible overall cost. To that end, an Advisory Study Committee was formed with membership from the Department, the Maine Municipal Association, the County Commissioners Association, and the Legislature. A complete list of the Committee Members is included in the Appendix. The Committee considered the problems of bridge ownership, maintenance, and capital responsibilities. Each of these problems will be discussed in depth in later sections.

Hampering the Committee's efforts was a lack of information on the condition of local bridges, particularly those with spans of less than 20 feet. Historically, shorter bridges off the federal system have not been eligible for federal bridge inspection funds. As a result, until recently these bridges have not been inspected in the same manner as are bridges over 20 feet in length and on the federal system. These bridges have never received a complete inspection effort to rate those items which would significantly reduce their sufficiency ratings. Before specific solutions could be developed, the missing information had to be gathered and analyzed. The information was gathered during the spring and summer of 1984, and the necessary records are currently being updated.

### HISTORIC PERSPECTIVE

In order to appreciate the complexity that the Committee faced, it is necessary to review some of the history of local bridge programs in Maine.

Until the creation by the Legislature of the State Highway Commission, the construction and maintenance of roads and bridges in this state was the responsibility of the towns and counties. The principal purpose of these roads and bridges was to provide access to the adjacent land. The funding necessary for the construction and maintenance came principally from local property taxes. Thus, building roads and bridges to provide land access is a well established local responsibility.

In 1913, the Maine Legislature created the State Highway Commission. The purpose of the Commission was to provide for an interlocking system of state highways, and to furnish state aid for important county and town highways and bridges. Unlike local roads and bridges, which were designed primarily for land access, state highways and bridges were designed principally to offer a degree of mobility to the public. Over time, the Legislature provided for a system of user fees to fund highway and bridge construction and maintenance, consisting primarily of registration fees on motor vehicles and a tax on motor fuel used on the highways. However, the costs associated with most roads and bridges were still primarily borne at the local level.

In 1915 the Bridge Act was enacted. Originally applying to bridges on all classifications of roads and highways, the Bridge Act provided for a formal degree of state and county participation in the construction of bridges. The Bridge Act provided for a joint board consisting of a representative from the town in which the bridge was to be built, a representative from the county commission, and one from the State Highway Commission. Any of the three parties involved could petition for a bridge to be built under the Bridge Act, and a majority vote decided the project.

Under the original Bridge Act, the county paid 30 percent of the cost of the project, and the state and town funded the balance. The town's share was based on a formula that considered the town's ability to pay. The maximum town share was 45 percent of the project, or 1/4 of one percent of the town's valuation, whichever was less. That basic formula still exists today (except that the current percentage for the town and county together is 65%). With the town and the county together paying up to 75% of the cost no matter where the bridge was located, the principle of land access was implicitly recognized as the primary reason for constructing bridges; however, the relatively high local cost helped to assure that bridges with some reasonable level of local traffic were constructed first. In addition, by including the county in the Bridge Act process, the regional importance of bridges was recognized.

In 1925, the Bridge Act was amended to apply only to bridges on main thoroughfares. The joint board was given the power to determine if a particular way was or would become a main thoroughfare. While the definition of a main thoroughfare was certainly open to interpretation and was undoubtedly interpreted differently at different times, there can be no doubt that the Legislature intended that there be some consideration of minimum traffic levels before user fees were expended on any bridge.

In 1929, the Legislature further limited the application of the Bridge Act to bridges on the state, state-aid or third class highway systems. Bridges on the townway systems were no longer eligible for funding under the Bridge Act, further implying that state funds should be used only on bridges with a regional significance to traffic movement, and that bridges that principally served local land access needs should be the responsibility of the municipalities. Also in 1929, a bridge was defined by statute as a structure having a clear span of at least ten feet.

The Legislature, in 1929, again recognizing the importance of mobility and the towns' limited ability to pay, amended the law to provide that in towns with a population of 4,000 or less, the cost of bridges built on state highways would be borne entirely by the state. In larger towns the Bridge Act still applied to bridges on the state system, and the towns were still responsible for all maintenance.

In 1929, the Legislature also provided that the town's share of cost for each bridge built under the Bridge Act be calculated separately. Previously, if more than one bridge was being built under the Bridge Act at the same time, the total cost of the projects was combined and the town's share was computed accordingly. Combining the total cost of the projects often resulted in a lower town share, possibly encouraging the petitioning of projects of not especially high merit. The Legislature also limited a town to no more than two projects a year unless the joint board unanimously approved more projects. This provision strengthened the authority of the State Highway Commission to consider bridge projects based upon their merits relating to mobility.

In 1931, the State Highway Commission was required to maintain all bridges on the state highway system that were located in municipalities with populations of 10,000 or less. This represented the first formal recognition of the importance of maintenance in managing the system of bridges. The population cutoff also implicitly recognized that smaller communities did not have the expertise or the equipment to maintain the more complicated and larger structures that were more apt to be found on the state highway system. In 1933, the state became responsible for the maintenance of all bridges on state highways regardless of the size of the community.

In 1935, the courts affirmed that the State Highway Commission had the authority to prepare all plans and specifications and to receive all bids for bridges built under the Bridge Act. This had the effect of assuring that the most appropriate design would be chosen for each bridge.

About 1947, the highway designation system was reorganized to provide for a system of state highways, state-aid highways, and townway roads. The 3rd class road designation was dropped, and these roads became either state-aid highways or townways depending upon their relative importance. Bridges that were formerly on 3rd class roads that became townways were still eligible for improvement under the Bridge Act if they had been previously improved under the Bridge Act. Further, in 1947, the state was made responsible for the maintenance of all bridges built or improved under the Bridge Act.

In 1954, the state became entirely responsible for all costs associated with bridges on the State Highway System. The Legislature further recognized that these bridges were important to mobility and should be paid for by the users of the system and not by property owners.

In 1969 and 1973 the Bridge Act funding formula was altered decreasing the county's share of responsibility by a total of 10 percent. The cost was shifted to the state, increasing the portion of funding financed by users of the system.

In 1978, the Townway Bridge Program was created. The purpose of this program was to provide state assistance for the improvement of bridges on the townway system. The funding was 50 percent from the state and 50 percent from the town. Maintenance responsibility remained with the town. The importance of the townway system in providing mobility was recognized.

In 1982, the cooperative nature of the State Aid Program was altered. Some former state-aid highways were turned over to the state and retained the designation of "State Aid", and the remainder were turned back to the towns. Bridges, however, were not affected as they stayed with their previous owner. The result was some state bridges located on townways and some town bridges located on "State Aid" roads. Bridges that were on the former state-aid system but are now on a town way are no longer eligible for improvement under the Bridge Act.

As a result of the many changes over the years in the manner in which bridges are constructed, improved, and maintained, the ownership and maintenance responsibility for local bridges has become confused. The result has been prolonged neglect and decay of bridges, especially local bridges. This is particularly true since early minor and preventative maintenance greatly prolongs the serviceability and functionality of the structure and results in more than proportionately reduced costs for future major maintenance, and minor or major rehabilitation. In addition, the current programs to improve local bridges are essentially unmanaged systems. Because local bridge projects are principally initiated by the towns, there has been little or no opportunity to develop optimal priorities or overall strategies for their improvement. Recognizing this, in 1984 the 111th Legislature authorized and directed this study.

#### FINDINGS AND RECOMMENDATIONS

The following findings and recommendations have been developed with the input of the Local Bridge Advisory Committee. However, the recommendations are those of the Department of Transportation, and individual members of the Committee may not agree with every recommendation.

#### EXCEPTIONS

Most bridges carrying highway traffic and located on the state aid and town ways of Maine are the subject of this report. Exceptions to those conditions include:

- Bridges on federally designated systems. Any of those bridges, however, which exist on a federally designated system should be allowed the option of the recommendations of this report. Most of those bridges are not located on a federally designated system which would give access to special federal funding. Specifically, these exceptions include Townway and State-aid bridges located on federal-aid urban and federal-aid secondary highways. Owners of these bridges should be allowed the option of the capital improvement provisions of this report. In any event, the State should maintain all qualifying major bridges.

Highway bridges over railroads. These are omitted from present recommendations because a special departmental study is examining railroad problems in a more general sense and because the relative issues of equity among town, railroad, state (highway user), and possibly county, have not yet been fully examined.

Bridges over the Maine Turnpike as they are defined as a turnpike responsibility by statute.

Highway bridges on local systems and that cross over the Interstate System. These bridges are eligible for Federal funding directly for restoration and rehabilitation and all are too large for practical town maintenance.

Covered bridges or other bridges that have true historic significance. These bridges are a link to Maine's past and should be preserved for that purpose. Most are in no way competent to carry commercial traffic and probably need to be bypassed. Historic bridges should be designated by the Legislature. The Commissioner of the Department of Transportation should periodically recommend additions and deletions. This exception would in no way apply to bridges built to bypass any designated historic bridge.

#### OWNERSHIP

The Department found that the ownership of bridges is misaligned with respect to highway ownership, due primarily to highway reclassifications resulting from the Block Grant Program.

The Department recommends that, to the extent possible, ownership of bridges should be aligned with the ownership of the adjacent highway. That is, towns should own bridges on town ways, and the State should own bridges on the state-aid and state highway systems. The Department further recommends that bridges found to be in satisfactory condition should be transferred to the appropriate owner on July 1, 1986. The Department also recommends that no bridge be transferred until it is brought up to a satisfactory condition.

The definition of "satisfactory condition" should be developed by the Department, and should be subject to the rulemaking provisions of the Administrative Procedures Act. The Department intends that the definition be designed to ensure that bridges are serviceable and maintainable prior to any transfer. The Department further intends that all bridges be in a satisfactory state of maintenance at the time of transfer.

The Department recommends, prior to any transfer of ownership, that the Commissioner of the Department of Transportation offer affected municipalities an opportunity to request a review of any transfer or non-transfer.

#### CAPITAL IMPROVEMENTS

The Department considered the cost of capital improvements to be the single most important issue that it faced. The two programs that currently exist to fund capital improvements for local bridges have both strong and weak points. However, on balance, neither the Bridge Act nor the Townway Bridge Program considers the use or relative importance of bridges, or the overall condition of local bridges when considering capital improvements. Both programs are essentially unmanaged in that there is no system to prioritize projects.

When discussing the proper method to be used in funding capital improvements, the principal considerations that must be taken into account are capital allocation, priority setting, and cost sharing.

## CAPITAL ALLOCATION

With regard to capital allocation, methods of allocating limited resources among four categories of bridges were discussed. These categories are bridges on the state-aid system that are now owned by the State; bridges on the state-aid system that are now owned by the towns; bridges on the townway system now owned by the State; and, bridges on the townway system that are owned by the towns. The Department recognizes that available funds must be allocated fairly and equitably among these four categories.

The Department recommends during the development of future DOT biennial Capital Improvement Programs, that total available federal and state funds be allocated to the four categories through the use of a formula that considers the condition of structures in each class, the use of structures, and the protection of the public's investment. The Department further recommends that the formula to be developed be subject to the rulemaking provisions of the Administrative Procedures Act.

## PRIORITIZATION

One of the shortcomings of current bridge capital improvement programs is the fact that there is no method to prioritize projects. Generally, municipalities petition a bridge project either under the Bridge Act or the Townway Bridge Program. Although the Department can bring a petition under the Bridge Act, realistically in most cases it is in a position only to react.

The Department feels that in order to make the best possible use of available funds, candidate bridges within each category should be prioritized. The prioritization should be based on a formula that considers at least relative inadequacy and use. The formula should also take into account the possibility that traffic on some bridges may be low only due to the bridge's condition. Further, provisions should also be made to include the removal of redundant bridges in the prioritization. The formula developed by the Department should be subject to the provisions of the Administrative Procedures Act.

The Department will advise the towns of the priorities of bridges qualifying for improvement. Towns then will have the option of petitioning for improvement of any of the bridges contained on such lists. The Department will respond to such petitions in priority order.

## COST SHARING

The Department recognizes that cost sharing for capital improvements for bridges on systems below the state highway system is probably the aspect of the study that was of most concern. The Department notes that the Bridge Act formula has been in existence for seventy years, that it respects ability to pay, and that it seems to be well understood and accepted. It is also noted, however, that the Bridge Act does not take into consideration relative use of bridges. Further, the Townway Bridge Program considers neither the town's ability to pay, nor use of the bridge.

The Department believes that there should be a single cost sharing formula that would apply to capital improvements for all bridges in which there is local responsibility. That formula should be jointly and equitably based on a factor that measures the ability of the town to pay for the cost of the capital improvements and a second factor that measures the relative use of the structure. The Department further believes that the factor that represents use should not be subject either to wide variation for individual bridges, nor should it make major distinctions among bridges with relatively minor variations in traffic.

The Department recommends that the Bridge Act funding formula be retained for all local bridges as the factor that represents the ability to pay. The Bridge Act fairly and uniformly represents a town's ability to pay, while at the same time protecting small towns from unmanageable expense. It is also recommended that the current 20 percent county share be added to the town share as the county share is also raised from property taxes. The maximum town share before considering the impacts of the application of federal funds would be 65 percent of the cost of the capital improvement or 1/2 of one percent of the town's valuation, whichever is less.

The Department further recommends that the town's share next be adjusted by a traffic factor. The traffic factor recommended is the logarithm of the median traffic for that category of bridges divided by the logarithm of the actual traffic. This would result in relatively higher traffic bridges receiving more state funding, while relatively lower traffic bridges would receive somewhat less. The Department believes that it is equitable and economically efficient to vary state funds in such a manner as state funds represent user fees which should be used on structures whose traffic clearly indicates the greatest importance to mobility.

The precise traffic adjustment factor should be developed by legislative action, although it is felt that the Department should, periodically, make recommendations for legislative consideration regarding the proper traffic factor. In addition, federal funds should be used to uniformly reduce all local costs in the same proportions as State funds for all improvements to bridges on local roads and state-aid highways. It must be understood that it is impossible to predict the future availability of federal funds for bridge improvements.

The proper role, if any, that the county should have with respect to the funding of capital improvements for local bridges was considered carefully. The historic role that the county has played with regard to both land access and mobility was considered. The Department concluded that the county's

principal role should be to provide a portion of the funding for those bridges that are of regional importance as demonstrated by higher than average traffic, or those bridges that would ultimately become the responsibility of the state.

The Department recommends, for the capital improvement of major bridges having traffic higher than the average<sup>1</sup>, and which would result in a total tax effort of more than 15 mils, that the county pay 20 percent of the cost of the improvement. It should be noted that "tax effort" is calculated based upon the total cost of the structure, not just on the portion that the towns must pay. In addition, it is recommended that the county participate in place of the town for capital improvements for those bridges located on the state-aid system. The Department feels that these bridges have a regional significance, and therefore county participation is justified. Once these bridges are improved and transferred, the cost of all future improvements should be borne by the state.

The Department was especially concerned that towns with many local bridges could be adversely affected if they were required to participate in the capital improvement of their bridges over a short period of time. It is recommended that a town have four years in which to respond to an offer by the state to improve a bridge. After four years, the offer may be withdrawn.

For those towns with more than twice the average number of local bridges, the Department recommends that the cost of all capital improvements be reduced by one percent for every two bridges over twice the average. That reduction in town costs should be borne by the state.

The Department feels that these recommendations relating to a partnership in cost sharing will result in better usage of both state and local funds and would greatly encourage the development of the serviceability of local bridges, while protecting the towns against excessive costs and providing for a more equitable distribution of user fees.

#### MAINTENANCE

Timely maintenance of bridges is necessary to protect both the traveling public and the investment in the structure. The Department has concluded that the maintenance of larger bridges is not within the capabilities of most municipalities.

The Department recommends that local bridges be divided into a system of major and minor bridges. The state should ultimately be responsible for the maintenance of all bridges on state and state-aid highways, and for all improved major bridges on town ways with Average Annual Daily Traffic (AADT) of at least 25. Municipalities should be responsible for the maintenance of unimproved or very low traffic major bridges and all minor bridges on town ways. The Department further recommends that no maintenance responsibility for any bridge be transferred unless the bridge is found to be in satisfactory condition, except that any state-maintained bridge located on a town way should be transferred to the town if an "offer to improve" has not been accepted by the town within four years.

<sup>1</sup> Early drafts of this report erroneously recommended that the median be used.

The Department recommends that a minor bridge be defined as any bridge that is less than twenty-five feet long, except for concrete T-beams and steel stringer bridges where a bridge of less than twenty feet should be considered a minor bridge. Any bridge 25 feet in length or longer (or 20 feet for T-beams and steel stringers) should be considered a major bridge.

The above lengths were recommended as there seems to be a clear delineation at this point between bridges that are relatively simple and which require little unusual maintenance, and those that are relatively complicated and which usually require more sophisticated maintenance. While some minor bridges may be of a complicated design, it is expected that those bridges will be replaced with less complicated structures over time. Incidental to both maintenance and capital improvement costs, the Department proposes that the legal definition of a bridge be amended to exclude multiple minor culverts.

#### POSTING OF WEIGHT LIMITATIONS ON BRIDGES

Considering the age of many of Maine's local bridges, the increase in truck weights, and given the fact that it was formerly not unusual to construct local bridges without regard to formal engineering criteria using any materials at hand, it is not surprising that many local bridges are of a limited capacity. In addition, many local bridges are of limited width and do not have suitable rails.

The protection of the traveling public and the investment in a bridge structure sometimes requires that a structure be posted for a limited weight, for the number of vehicles permitted at a time, or for speed. With regard to bridges that are the responsibility of the towns, the Department finds that there is no consistent pattern or policy regarding posting. Most towns lack the expertise necessary to make sound engineering judgements regarding posting, and as a result some bridges are posted for too low a limit, and some that should be posted are not posted at all. To date, the Department has made only limited effort to provide posting information to the towns.

It is recommended that the Department take a more active role in the posting of local bridges. The Department should determine the need and amount for all postings of local bridges based upon periodic inspections, engineering calculations and the application of engineering criteria. The Department also recognizes the hardship that limiting the use of any bridge may bring. The Department, therefore, proposes to make careful and deliberate judgements before determining any posting limits. The Department would, in all cases, advise the town of the reasons for posting, and recommend possible solutions that might alleviate the need to post.

Further, the Department recommends that fines for violating a posted bridge limit be increased. It appears that there are frequent violations of bridge weight limits and, in addition, there has been a growing number of collisions with underpassed bridge structural members. These violations threaten to greatly increase the obsolescence of bridges and the amount of both town and State funds necessary to maintain these bridges in a safe condition.

## BRIDGE STATISTICS

The statistics on condition, ownership, maintenance, use, and even number of the remaining qualifying bridges are still not precisely known. Remaining problems include:

A few data items necessary to fully establish sufficiency for a few bridges are not yet known.

A town-by-town survey is being undertaken to discover and clarify possible problems in either current ownership or maintenance responsibility.

The amount of traffic on local low-traffic bridges has, to date, been estimated using conventional methods. Some field observations will be necessary to provide more quality to the data.

A few of the structures in our file will not qualify as bridges as they may be quite small, multiple culverts.

It is felt that these limitations will not materially affect the relevant statistics of local bridges. The following Table shows the number, average length, average annual daily traffic, and average sufficiency (100 = perfect) of bridges by present custody and by highway system:

### CURRENT STATISTICS

<u>Category</u>	<u>Highway System</u>	<u>Bridge Custody</u>	<u>Number *</u>	<u>Ave. Length</u>	<u>Ave. Traffic</u>	<u>Ave. Condition</u>
State	State Aid	State	834	76	1306	79
To State	State Aid	Town	95	21	1274	69
To Town	Town Way	State	693	63	411	80
Town	Town Way	Town	815	28	199	57
Totals/Averages			2437	54	680	72

\* About 100 of these are culverts

In the above "To State" implies that the custody of the bridge should pass to the State if the bridge is in "satisfactory condition" and enabling legislation is passed. Similar logic applies to "To Town". It can be seen from the above that a large number of bridges are misaligned with respect to the connecting highways. The Table also conveys quite a bit of information about the size, use, and condition of each category of bridge.

It is apparent that the towns will gain a larger number of bridges but that the State bridges will be bigger. It is probable that not all bridges will be transferred because some of the least used and by-passable structures should be removed. However, the following Table illustrates the current and ultimate total ownership consequences of the proposed policy:

OWNERSHIP CHANGES

<u>Ownership</u>	<u>Number</u>	<u>Ave. Length</u>	<u>Ave. Traffic</u>	<u>Ave. Condition</u>
Current State	1527	70	900	80
Ultimate State	929	70	1303	78
Current Town	910	27	311	58
Ultimate Town	1508	44	296	68

Although the towns will become responsible for capital improvements on more bridges, it is proposed that the State assume maintenance for all major bridges carrying 25 or more vehicles per average day once the bridge attains a satisfactory condition. The following Table shows the distribution of "To Town" and "Town" bridges by eligibility for maintenance on these bases.

EVENTUAL MAINTENANCE

<u>Category</u>	<u># Bridge</u>	<u>Town</u>	<u>State</u>
To Town	693	347	346
Town	815	558	257
Total	1508	905	603

It can be seen that the larger bridges will thereby eventually move to the State for maintenance regardless of ownership. The following Table illustrates the total current and ultimate maintenance responsibility consequences of the proposed policy in the same fashion as previously shown for ownership:

MAINTENANCE CHANGES

<u>Maintenance</u>	<u>Number</u>	<u>Ave. Length</u>	<u>Ave. Traffic</u>	<u>Ave. Condition</u>
Current State	1527	70	900	80
Ultimate State	1532	73	973	74
Current Town	910	27	311	58
Ultimate Town	905	22	203	68

Estimates have been made of the short and long term maintenance costs impacts on towns and the State. Some added costs accrue to the State, but they are not considered material enough to deserve special consideration.

Very preliminary estimates have been made of the 50-year Capital Improvement Needs of all bridges covered by this report. In that time period most bridges will require some improvements and may well require three separate improvements, although the second and third should be small in most instances. By category, the total costs based on 1983 estimates are as shown below:

50 YEAR ESTIMATED COSTS \*

<u>Category</u>	<u>Capital Impact Costs</u> (000)
State	\$257,400
To State	14,100
To Town	124,200
Town	<u>76,600</u>
 Total	 \$472,300

Prior to Block Grant, these costs would have been financed by town, county and state under the Bridge Act if the bridge were on a former State Aid road and by the town and State if on a former town way. Under the current proposal, State bridge improvements would be financed in total by the State (highway user), the first improvement for "To State" would be financed by the county and state. Thereafter, the State would assume full responsibility. The towns and State would finance all improvements for the "To Town" and "Town" bridges with limited county assistance on the most costly and important of these. The State, towns and counties would all share in the benefits of available federal dollars. The following Tables show pre "Block Grant" and proposed policy consequences. It can be readily seen that both town and county cost shares have been radically reduced in nature. Much of this reduction was an indirect and generally unrecognized by-product of the Local Road Assistance (Block Grant) Program.

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\* Based on 1983 costs.

TOTAL EXISTING COST SHARES (000) FOR 50 YEARS

	<u>TOWN</u>	<u>COUNTY</u>	<u>STATE &amp; FEDERAL</u>	<u>TOTAL</u>
State	\$40,000	\$37,400	\$180,000	\$257,400
To State	4,200	1,900	8,000	14,100
To Town	27,300	15,900	81,000	124,200
Town	<u>28,400</u>	<u>1,800</u>	<u>46,400</u>	<u>76,600</u>
Total	\$99,900	\$ 57,000	\$315,400	\$472,300
%	21.1%	12.1%	66.8%	100%
Federal			\$114,400	
			24.2%	
State			\$201,000	
			42.6%	

EXISTING ANNUAL REQUIRED EFFORT

	<u>TOWN</u>	<u>COUNTY</u>	<u>STATE &amp; FEDERAL</u>	<u>TOTAL</u>
State	\$ 800,000	\$ 748,000	\$3,600,000	\$5,148,000
To State	84,000	38,000	160,000	282,000
To Town	546,000	318,000	1,620,000	2,484,000
Town	<u>568,000</u>	<u>36,000</u>	<u>928,000</u>	<u>1,532,000</u>
Total	\$1,998,000	\$1,140,000	\$6,308,000	\$9,446,000
Federal			<u>\$2,288,000</u>	
State			\$4,020,000	

TOTAL PROPOSED COST SHARES (000) FOR 50 YEARS

	<u>TOWN</u>	<u>COUNTY</u>	<u>STATE &amp; FEDERAL</u>	<u>TOTAL</u>
State	-	-	\$ 257,400	\$257,400
To State	-	\$ 3,400	10,700	14,100
To Town	\$31,400	6,300	86,500	124,200
Town	<u>26,300</u>	<u>600</u>	<u>49,700</u>	<u>76,600</u>
 Total	\$57,700	\$ 10,300	\$ 404,300	\$472,300
%	12.2%	2.2%	85.6%	100%
 Federal			\$ 114,400	
			<u>24.2%</u>	
 State			\$ 289,900	
			61.4%	

PROPOSED AVERAGE ANNUAL PROGRAM

	<u>TOWN</u>	<u>COUNTY</u>	<u>STATE &amp; FEDERAL</u>	<u>TOTAL</u>
State	-	-	\$5,148,000	\$5,148,000
To State	-	\$ 68,000	214,000	282,000
To Town	\$ 628,000	126,000	1,730,000	2,484,000
Town	<u>526,000</u>	<u>12,000</u>	<u>994,000</u>	<u>1,532,000</u>
 Total	\$1,154,000	\$ 206,000	\$8,086,000	\$9,446,000
 Federal			<u>\$2,288,000</u>	
 State			\$5,798,000	

## CLOSURE

It is felt that this report clearly portrays the local bridge situation in Maine and offers a comprehensive and equitable solution. The assistance and advice of the municipal and county committee representatives is sincerely appreciated. The report also represents an unusually broad effort within the Department involving many of the department functions. Their interest and involvement has added a great deal to the understanding and solution of this many faceted problem.



APPROVED

CHAPTER

APR 9 '84

71

STATE OF MAINE

BY GOVERNOR

RESOLVES

—

IN THE YEAR OF OUR LORD  
NINETEEN HUNDRED AND EIGHTY-FOUR

—

S.P. 844 - L.D. 2291

RESOLVE, Authorizing and Directing the Department of Transportation to Continue to Study and Report on the Condition of State and Local Bridges on the Local and Collector Systems and to Recommend Strategies for Improving their Overall Condition.

Emergency preamble. Whereas, Acts and resolves of the Legislature do not become effective until 90 days after adjournment unless enacted as emergencies; and

Whereas, safe and efficient highway transportation depends upon a system of well-maintained state and local bridges; and

Whereas, in general there is insufficient information on the condition of short spans, especially on the local road system; and

Whereas, the information that is available suggests that a problem exists; and

Whereas, these bridges represent potential hazards to the traveling public and potential liabilities to municipalities; and

Whereas, many municipalities have difficulty in raising the financial resources to adequately reconstruct and maintain local bridges; and

Whereas, in the judgment of the Legislature, these facts create an emergency within the meaning of

the Constitution of Maine and require the following legislation as immediately necessary for the preservation of the public peace, health and safety; now, therefore, be it

Study to be conducted. Resolved: That the Department of Transportation shall continue its study of the overall condition of state and local bridges, including those located on town ways and on the state collector system. The study shall determine the sufficiencies of these bridges, using accepted engineering criteria. The study shall take into consideration such factors as traffic volume. The department is further directed to fully consider bridges with clear spans of at least 10 feet, but not more than 20 feet; which bridges are not eligible for federal bridge reconstruction or rehabilitation funds; and be it further

Strategy developed. Resolved: That the Department of Transportation, with the advice and assistance of the Maine Municipal Association, develop an overall strategy for the management of state and local bridges. Such a strategy shall take into consideration the needs and abilities of municipalities. The strategy shall include alternate methods of financing reconstruction and maintenance; the transferring of custody to appropriate levels of government; the determination of levels and type of maintenance to be performed by the State and local governments regardless of bridge ownership; and the investigation of innovative and promising alternate methods of maintenance and reconstruction; and be it further

Report required. Resolved: That the Department of Transportation submit a report to the joint standing committee of the Legislature having jurisdiction over transportation by February 1, 1985, on the overall condition of state and local bridges. The report shall outline possible strategies to correct any deficiencies that may be determined to exist.

Emergency clause. In view of the emergency cited in the preamble, this resolve shall take effect when approved.