

Review of Road and Bridge Program Scope for
Teton County, Idaho

Submitted to the Board of County Commissioners, Teton County Idaho
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I. Executive Summary

The county road system is a critical infrastructure that touches the lives of every county resident every day, from taking our children to school, getting our family to health care services, meeting our occupational or recreational needs to bringing our harvest to market. The county road system is the most utilized of any county service provided. The introduction of the "Road Levy" has significantly transformed how the Teton County Public Works Department (TCPWD) manages its approach to road construction and maintenance. This significant new revenue stream not only creates new opportunities for infrastructure enhancement it also creates new and enhanced expectations of service level by the public and accountability for good stewardship of public funds. The Board of County Commissioners (BOCC) has appointed a committee of county citizens to evaluate the ability of TCPWD current practices, budgeting process, and policies in order to meet the new opportunities and demands created by the Road Levy and to recommend improvements as necessary. This executive summary highlights critical findings and recommendations resulting from the review completed by the Teton Road and Bridge Committee.

- TCPWD road design and construction standards are consistent with neighboring counties and should remain in place. A new design standard for "Farm-to-Market" road should be considered. Quality of current material supply at existing gravel pits may make meeting county specifications difficult and cost effective alternatives should be researched and considered.
- Quality assurance and quality control (QA/QC) in road construction and maintenance projects is not consistently held to by TCPWD staff causing excessive use of critical crushed gravel resources. Staff needs additional training/supervision/work plans to ensure best management practices are in place to maximize use of limited resources.
- TCPWD management takes a fiscally conservative approach to project management. Collaboration with surrounding counties on equipment use and actively pursuing grants has been cost effective and beneficial to the county. Staff has not yet been totally effective in matching revenue and expenditures creating annual carryovers of unspent funds and limiting production. This is not unexpected when a new revenue source comes on-line and staff must adjust to the new and expanded work scope. Nevertheless, with much of the overall planning scope completed, now is the time for the TCPWD to accelerate their productivity in order to meet objectives.
- Road maintenance and repair seems to be disproportionate within different regions of the county with some roads in the northern sectors becoming impassible during the critical harvest season. All county residents have a right to expect county roads to remain usable throughout the year and a provision for accommodating agricultural special seasonal needs must be addressed.
- The summer construction season in Teton County is short and county crews are challenged to be able to meet workloads within time available. Current vacation and compensatory time-use policies, lack of available seasonal help and reluctance to contract work out to the private sector add to the problem. TCPWD should consider reducing allowed compensatory time accrual maximums to match other county employee programs, provide overtime payments in lieu of compensatory time when appropriate and implement a policy where compensatory time is used more quickly. The TCPWD must

work with the Human Resource Manager to develop a pro-active seasonal employee recruitment plan and take a realistic approach to how much work can be accomplished in-house and contract out the rest.

- Current funding levels, with the Road Levy funds, are adequate to finance a reasonable road and bridge improvement program that will significantly improve the Teton County road infrastructure. The TCPWD is a competent organization with employees dedicated to doing the best job they can. Like all organizations a fresh look from the outside can often see opportunities for improvement that existing staff may have overlooked. Investments in training, commitment to employees, clear communication and expectations from all levels of management and supervision is essential for staff to perform at their highest level.

It is important to note that the Road and Bridge Committee report was developed by a citizen group with various but not all inclusive capabilities, therefore we determined that we had neither time nor was our scope of expertise sufficient to perform detailed cost benefit analysis studies, legal issues involving liability assessments or modifying current road standards and specifications.

The committee decided to format this report in a concise but informative package that contains the major findings and recommendations yet can still be reviewed in a reasonable time frame. The committee is available if the BOCC or TCPWD wish to meet and discuss our findings and recommendations in further detail.

The Teton County Road and Bridge Committee appreciates the opportunity to serve the citizenry of the county in this capacity and look forward to seeing our recommendations implemented and observing, over time, the positive results.

We would like to thank the Teton County staff and elected officials for all of the support and assistance they provided. We extend a special thank you to Mr. Jay Mazalewski for his timely and professional response to our many complex questions.

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II. Background

In May of 2010 voters in Teton County approved the first special tax-based road levy (Road Levy) for the purpose of upgrading road and bridge infrastructure throughout the county. Prior to that time, road maintenance and snowplowing activities were funded by revenue derived from the Idaho state fuel tax and vehicle registrations. Due to the limited funds, it was not possible to perform the much needed road upgrades and maintenance. Instead, for decades, the county was limited to emergency repairs only and many roads fell further into disrepair. The voters recently approved the third 2-year special Road Levy and will be considering a permanent or longer-term levy in November 2014. Thus, it is an appropriate time to evaluate the progress and work processes associated with the special levy funds.

Table 1. Evaluation objectives.

Objective 1: determine whether the current criteria utilized by the County Engineer for snowplowing meets the goals stated above.

Objective 2: Provide recommendations that identify other sources of revenue and what that would mean for the taxpayer. (e.g, Is current allocation enough to meet needs?)

Objective 3: Review and provide recommendation on the current policy on how citizens can improve county roads that meet the goal above and identify potential liability to the county.

Objective 4: Identify resources and provide a cost benefit analysis on how to rank or qualify low use and/or agricultural roads that meet the goal stated above.

Objective 5: Review industry standards for construction/management comparables.

A volunteer committee of county residents was formed to address the general goals of: 1) identifying and improving the Teton County Public Works Department (TCPWD) spending strategies such that they are fiscally responsible, cost effective, consistent and predictable; and 2) implementing goals and objectives identified in the Teton County Comprehensive Plan, Teton County Economic Development Strategy and the Teton County Transportation plan. Together the committee members possess a complementary suite of expertise and experience in the areas of agri-business, engineering, engineering management, road construction, county government, project management and strategic planning.

III. Approach

The objectives (Table 1) were used as a framework for committee discussions. With the assumption that any process may be improved, the committee performed a general, yet by no means exhaustive, review of the TCPWD's work practices and procedures. During the course of the evaluation, the committee reviewed general fund and levy budgets, road work prioritization criteria, transportation plan, road construction standards, draft snow plowing policy, and other relevant documents (see Section VII. Resources). In addition, the committee: 1) toured roads that are in poor condition; 2) evaluated the crushing process that is used to produce the surface gravel materials; and 3) assessed the depth and compaction of surface gravel for 2 newly laid gravel road sections. The committee did not evaluate details of TCPWD staffing such as numbers of staff, number of positions, position descriptions, work responsibilities or management structure.

IV. Findings

The state-wide standards that were used previously by the county were customized by the TCPWD Director in order to meet to the conditions and circumstances found in the county. These standards were approved by the Board of County Commissioners (BOCC) in April of 2013. The committee finds that the Teton County Road Standards are based on sound engineering principles and practices and are comparable and consistent with those of neighboring counties and states. The committee notes that there is a large backlog of much needed road upgrades. While progress is being made it will take some time to upgrade all the roads that have been neglected due to decades of insufficient funds.

It is the opinion of the review committee that Teton County staff members are using a fiscally conservative approach when managing the department's budget, project prioritization, and work scope. To further costs savings for the county, the Public Works Director has established working relationships with other counties in order to share equipment that otherwise would have had to been leased. A recent collaboration has resulted in at least \$65,000 in cost savings. In addition, the collaborative relationships will enable the county to, in a cost effective and efficient manner, rebuild and maintain more miles of road per year in the future.

Successful grant applications in the past several years have resulted in approximately \$270,000 in additional revenue stream for the county. Prior to the availability of levy funds, grants applications were minimally successful due to the lack of taxpayer-supported matching funds. The TCPWD developed templates for grant applications that will facilitate ongoing and future grant-writing activities. These templates contain the cover material details and introductory and administrative sections that are common to most grant applications.

The Road Levy necessitated the development of more detailed planning and design documents for road work projects than were done in the past. In addition, the Road Levy required the development of a method for prioritizing road upgrade projects and allocating resources to various projects. Prior to the Road Levy, there were funds included in the budget for such things as dust abatement, yet the roads that were to receive the treatment were not specified. Currently, the TCPWD prioritizes road work projects utilizing vehicle counts, road condition and cost-benefit analyses.

Details of the road improvement projects funded by the Road Levy may be found on the Teton County Internet site at <http://gissserver1.co.teton.id.us/flexviewers/roadprojects2014/> and <http://www.tetoncountyidaho.gov/additionalInfo.php?deptID=21&pkTopics=182>.

Over the past several years, the committee has found that the TCPWD has carried over and accrued unspent funds. The accrual may be attributed to: 1) new revenue streams from successful grants; 2) cost savings from interagency collaborations; 3) a conservative approach that develops a work plan prior to spending levy revenue; and 4) manpower, equipment, and materials shortages (see below) that have somewhat constrained work activities.

The committee found that the county may not have adequate gravel/materials sources to meet the needs of the TCPWD work load. Furthermore, the qualities of soils that are currently being used as fines at the Driggs gravel pit may not consistently result in surface gravel materials that meet plasticity standards or consistently build a quality road surface. Excessive depths (2 to 3 times the specified amounts) of surface gravel overlays on roads will likely exacerbate the problem of

materials shortages. Regular surface grading of gravel roads does not appear to include a compaction step.

The TCPWD does not have: 1) adequate manpower during the summer through fall road-building season to meet workload projections or needs; or 2) an adequate number of water trucks and operators to maintain a proactive grading schedule during summer. There are indicators that TCPWD staff may not always work efficiently as a team, thus making manpower shortages all the more problematic.

The committee has found that the division of road projects between maintenance, upgrades, and customer satisfaction may not be optimal. For example, dust abatement and gravel stabilization treatments address quality of life for humans and expected lifetime of the roads, respectively. The TCPWD must balance the need to spend resources in order to satisfy county residents, while recognizing that dust abatement treatments alone do little to extend lifetime of the roads.

Currently, there is not a definition for a "Farm-to-Market" road classification and there is not an approved method of private-public partnering or process to address short-term road issues during critical harvest times or other periods of high use such as large construction projects.

V. Recommendations

1. Consistently apply road upgrade and maintenance standards and policies

Together the BOCC and the TCPWD should strive for the consistent application of the planning documents and road construction standards over the long-term. Agreement on the county's road design and construction standards and the uniform application of these standards will allow for predictable and consistent progress towards improved county roads. The committee suggests that an overall goal for the standards, upgrades and maintenance plan is to have all roads passable under prolonged wet conditions.

The committee recommends that the road upgrading and maintenance standards be modified to specify that grading of surface gravel entails 3 steps: wetting; grading; and compaction.

The committee recommends the development and implementation of a policy for evaluating and responding to legacy situations such as the irrigation culverts and cattle guards that cross county roadways. Another legacy situation involves county roads that have been historically plowed but do not meet the current criteria for plowing.

The committee recommends that the county develop a process that allows private parties to apply to the BOCC for exceptions on improvements, but not to modify the improvement plan itself. Each exception must be approved by BOCC.

2. Apply quantifiable performance measures to road maintenance and upgrade activities

Quality Assurance/Quality Control The committee recommends that in addition to agreed upon road standards, the TCPWD establish a Quality Control and Quality Assurance (QA/QC) program for road construction that will ensure quality roads. For example, road construction best management practices (BMPs) require that gravel be spread and compacted in 2" lifts with appropriate moisture content to create a total surface gravel overlay of 4" as specified by the road

standards. In addition, whenever the surface gravel is graded, the committee recommends that road crews should follow the recommended procedure of wetting (whether by rain, snowmelt or a water truck) followed by grading and finally compaction to reduce the frequency of repeat grading as much as practical.

The committee recommends that sub-base material lifts should not exceed 6" layers between adequate compaction.

In addition to establishing a QA/QC program the committee recommends that the TCPWD: 1) provide appropriate training for county road crew employees and subcontractors; and 2) increase supervision of county road projects. We suggest that supervising staff perform in-house quality control assessment of compaction and depth of lifts on each project.

The committee recommends that Teton County consider a membership in the American Public Works Association as a low cost source of information, research, experience and BMPs from other organizations around the US and Canada.

Performance measures To promote the timely and quality completion of road projects, the committee recommends that the TCPWD provide: 1) training for county crews to perform at a high level of competence; 2) identify measureable goals that are used in the contractor and personnel evaluation/compensation process; and 3) incorporate results-based payment incentives for county employees. The committee expects that senior management will spend the time that is needed in the field in order to provide an effective leadership model and develop a relationship with staff that promotes accountability and standards of excellence.

3. Align project scheduling, level-of-effort, and materials with available resources

Planning, budgeting and work execution We recommend that the public works management with concurrence of the BOCC: 1) develop a seven year budget/scheduling plan for maintenance and upgrades (see below); 2) integrate annual maintenance and construction plans within a 7 year planning framework; and 3) assess the economic and logistical feasibility of these plans. We recognize that a meaningful long term planning effort would only be possible with the passage of a longer-term Road Levy (See Section 7. Levy term recommendation below).

The committee recognizes that a projected budget for an upcoming fiscal year is generally developed using anticipated and approximate costs for labor, materials, equipment usage, fuel etc. for planned road work projects. It is not until after the full design has been completed and reviewed, request for bids publicized and the bids received that the projected costs for road work projects can be more closely estimated. For that reason, we recommend that budgets be reviewed quarterly and funds redirected among projects to more closely align the projected funding estimates with actual expenditures.

For the levy account, the committee recommends an annual carryover target of 7% in addition to the funds that have been encumbered due to contractual obligations. The committee understands that general TCPWD budget maintains a carryover of 15% to ensure that county has sufficient cash available until the next State User fund payment is received the following fiscal year.

Efficiency improvements The committee recommends that the TCPWD management and staff identify and mitigate "bottlenecks" or "critical paths" in materials availability, manpower and equipment availability and usage. Suggested is a public awareness and outreach activity as well.

Surface gravel In order to improve gravel supply quantity and quality and decrease transportation costs we recommend that: 1) Teton County acquire a new gravel pit in southern area of Teton County; and 2) identify potential new regional sources of materials that lend suitable and specified plasticity characteristics to surface road gravel. If a reasonably affordable regional source of clay can not be found, then it may be necessary to examine alternative materials for their cost, overall availability, transportation costs, and the ability to meet specifications. It is important to note that the quantity and type of fines has a major impact on gravel performance and longevity of gravel roads. Plasticity characteristics of a surface gravel overlay enables a road to shed water. Sub-base materials for roads that are immediately covered with asphalt or chip-seal do not have plasticity requirements.

In addition to the above suggestions for maintaining sufficient gravel stocks for road work (~1-2 year stockpile), the committee recommends that: 1) depths of gravel overlays are held to 4" depths as specified in the road standards (see QA/QC section above); and 2) quarterly assessments be made of gravel production, gravel supply, gravel utilized and its projected use. Furthermore, early season training and verification of construction methods will ensure that the appropriate amount of gravel is used per mile during road maintenance and construction activities (see performance measures above).

Manpower To assure that there is sufficient staff during the critical summer/fall road work season the committee recommends that the TCPWD: 1) modify the compensatory time policy in order to decrease excessive time off during this period; 2) consider an overtime policy; 3) develop more aggressive recruitment program for summer temporary help; and 4) evaluate the use of engineering consultants and construction contractors that can assist with project design/planning and meeting upgrade/maintenance goals, respectively.

Equipment usage Perform a cost/benefit analysis for: 1) owned vs leased equipment and 2) the optimization of the equipment-operator ratio that takes into consideration the equipment-per-hour costs both winter and summer including labor, administration and overhead. Consider utilizing contractor services to meet peak demand and maintain county crews/equipment at a level that meets routine demand loads. In general, graders are only being utilized approximately 20% of time available.

Public awareness The habits of the general public can negatively impact the longevity of roads which requires the roads to be graded, resurfaced or rebuilt more often. Furthermore, community members may be unaware of legacy issues regarding the county's road quality and thus the backlog of road upgrades needed for cost efficient road maintenance. The committee recommends that the county: 1) initiate a public awareness campaign on the topics of driving habits and design limits for gravel roads, road stabilization vs dust abatement etc; 2) post and publicize speed and seasonal break up limits particularly on roads where high numbers of heavy trucks are being used to transport agricultural products or heavy construction materials; and 3) work with Teton County Sheriff's Department to pro-actively enforce the speed limits on county roads and break up limits.

4. Allocation of resources for road upgrades and maintenance must meet the public's need throughout the county

Resource distribution The committee recommends that the TCPWD, in concurrence with the BOCC, define the % allocation of available resources between road improvement and road

maintenance. The committee further recommends that 60% of available resources be allocated among 4 geographic quadrants within Teton County each with an approximately equivalent number of road miles. Road maintenance/upgrade activities should be prioritized within each quadrant. The remaining 40% of the budget would then be used throughout Teton County wherever it is most needed. The committee recommends that the TCPWD review/revise ranking system currently in use and include farm-to-market road designations as appropriate.

Usage/repair projections The committee recommends that the TCPWD utilize: 1) equivalent single axle load (ESAL) estimates for long-term road usage/damage projections and repair/upgrade planning (3-5 years); and 2) field observations with defined criteria to assess and schedule short-term (<1 year) repair and maintenance activities. The committee suggests that the county classifies roads that are in disrepair as those with a four inch washboard or a four inch pot hole. We recommend timely repair during periods of high-use such as harvesting or construction projects when large numbers of heavy trucks are in use.

Best practices The committee recommends that the TCPWD utilize best road maintenance and construction practices that maximize road longevity. We recommend that the county increase the miles of roads treated with stabilizer in order to extend the life of the roads. The committee recognizes that, at this time, Teton County can not afford to upgrade all the roads that are in need of repair within a short time-frame.

5. Modify, approve and consistently apply county policies for addressing legacy issues, unscheduled work requests, and snow plowing.

The committee recommends that the BOCC implement objective county-wide policies with defined criteria for: 1) snow plowing; 2) legacy issues; and 3) unscheduled work requests from the private sector and regional and federal governmental agencies. Currently, many issues are handled on a case-by-case basis that may be too subjective for consistent and efficient government operations.

The committee recommends that the county review, modify as needed and finalize the draft snow plowing criteria. The committee recommends the addition of school bus routes to plowing prioritization criteria. Snow events are largely unpredictable and the level of effort needed to clear roadways will vary from year-to-year and from month-to-month within a year. Variations in snow plow effort may impact scheduling and budget throughout the year due to accumulation of compensatory time. Therefore the committee recommends TCPWD staff be encouraged to use compensatory time whenever possible in winter months.

6. Explore alternative funding sources

Due to the defined limits of the current real estate tax-based levy, alternative sources of revenue would be needed to accelerate road upgrading program or to fund other infrastructure-related projects. Identifying potential new funding sources was not included within the scope of this review. The committee suggests that the TCPWD continue their efforts toward acquiring new revenue sources and new partnerships that may alleviate some of the project limitations such as manpower shortages or the short-term use of specialized equipment. General steps for identifying new funding opportunities include: 1) developing defensible program ideas, projects and plans; 2) identifying and developing strong collaborating partnerships with other government or private entities that have complementary goals, skills, and capabilities; 3) networking with

potential funding agencies; and 4) identifying, as specifically as possible, funding opportunities that most closely align with county goals.

The committee recommends that Teton County develop and implement a streamlined and consistent process such that public-private road projects may be managed and co-funded perhaps through a designated matching fund account. The committee recognizes that the current process is viewed as problematic because private entities wishing to contribute to gravel stabilization efforts must meet county road construction standards even though the road has historically been substandard and, as yet, has not been brought up to county standards.

7. Levy term recommendation

The committee members are in agreement that a 2 year levy time frame is too short a time period for appropriate long-term planning and efficient, cost effective work execution. Not all members are comfortable with a permanent levy particularly if there is not a biennial review such as one reported herein. The committee recommends that an intermediate-term levy of 6 years would be appropriate at this time given that a 6 year term would be within the legal parameters of Idaho State statutes.

VI. Expected Benefits

The implementation of recommendations described herein will further improve TCPWD's spending strategies and will advance the county towards achieving the goals and objectives that have identified in the Teton County Comprehensive Plan, Teton County Economic Development Strategy and the Teton County Transportation plan.

With the consistent application of road standards, policies, and work prioritization, the residents and taxpayers of Teton County will be able to expect reliable and cost effective service and dependable and measurable progress towards upgrading roads throughout the county. An egalitarian approach to prioritizing road maintenance, road improvements, snow plowing and special work requests will benefit residents and businesses throughout the county.

QA/QC and performance measures and associated staff training and incentive programs will result in better built roads and the appropriate and effective use of road building materials and equipment.

Increasing public awareness through education and outreach programs will enable stakeholders to: 1) become more aware of the impact of driving habits on the longevity of roads and the driving experience; and 2) appreciate the level of effort and time frame needed to upgrade roads throughout the county.

The successful identification and acquisition of new revenue streams will enable the county to accelerate road improvements.

A longer-term levy will allow a longer term planning strategy. A longer-term planning strategy with a more tightly coupled budgeting process will result in a more predictable and consistent allocation of resources for road maintenance and improvements throughout Teton County.

VII. Conclusion

The Teton County TCPWD budget has historically provided lower per mile funding than surrounding counties and the staff have had to "make do" the best they could. The currently

approved Road Levy has created a significant new revenue stream that provides both opportunities and challenges for management and staff and it will take some time to determine the best, most efficient use for those funds. Management is also challenged with providing communication for the public on how the levy funds are being used and identifying specific projects made possible by the citizens that have supported the levy.

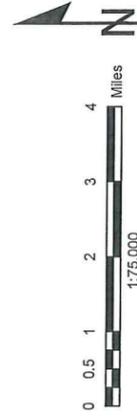
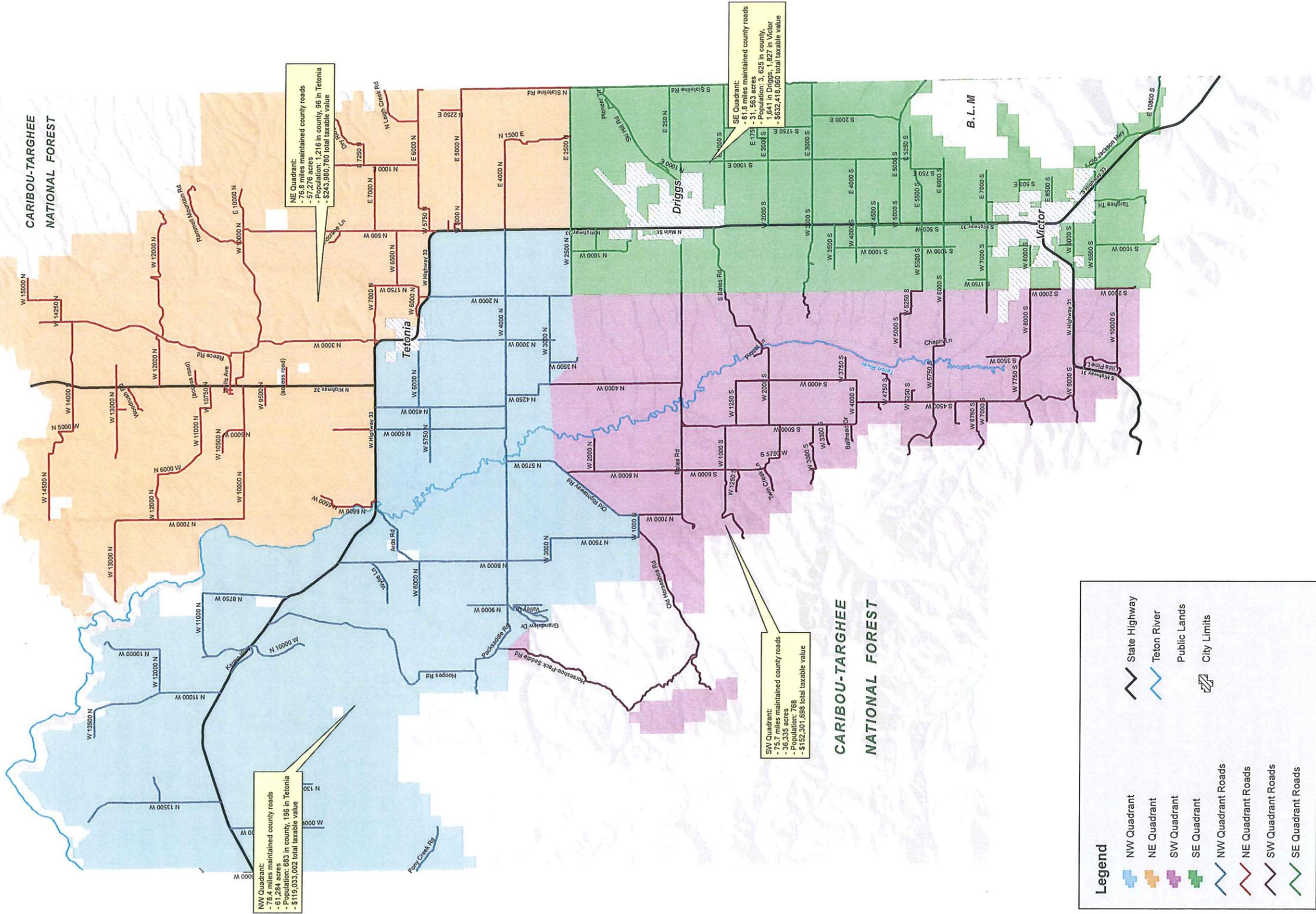
The Road & Bridge committee encourages the Teton County Board of Commissioners to work closely with the TCPWD in providing clear direction, expectations and support in building a county road system that will be a cornerstone for growth and development in the future.

VII. Resources

1. Teton County Road Design and Construction Standards
2. Teton County Road & Bridge budget
3. Teton County Road Levy budget
4. Levy revenue source
5. Fremont County Road Standards
6. 2011 Transportation Plan Update
7. Teton County Road & Bridge Map Book
8. Draft snowplowing policy
9. Snowplowing routes
10. Road & Bridge tutorial
11. Teton County Road background information
12. Private work on public roads application forms
13. Sections of the Economic Development Plan
14. Sections of the Comprehensive Plan
15. "Strawman" map of County Road Maintenance Quadrants Divided by Road Mileage
16. Query/response Teton County Staff
17. Field observations of gravel pit and road condition, upgrades/maintenance within Teton County
18. Background information and reports for the special road levy
<http://www.tetoncountyidaho.gov/additionalInfo.php?deptID=21&pkTopics=182>
19. Value of Agri-business in Teton County
20. http://www.tetoncountyidaho.gov/pdf/additionalInfo/TC_Crop-Livestock_Value_10YR.pdf
21. Rodriguez, A. G. Taylor, B Eborn, and L. Erikson. 2010. Uncovering Hidden Linkages in Idaho's 2006 Teton Regional Economy University of Idaho Extension Bulletin 872
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24. http://water.epa.gov/polwaste/nps/gravelroads_index.cfm
25. Jones, D. et al. 2013. Unpaved Road Dust Management: A Successful Practitioner's Handbook. Central Federal Lands Highway Division. US Department of Transportation. Publication No. FHWA-CFL/TD-13-001
26. <http://lhtac.org/wordpress/wp-content/uploads/2013/08/UnpavedRoadDustManagementASuccessfulPractitionersHandbook.pdf>

County Road Maintenance Quadrants Divided by Road Mileage



Notes:

- Acreage figures do not include city or public lands
- Road mileage includes only county roads that are currently maintained
- Populations figures are approximate, based on 2010 Census block-level data
- Taxable value totals include improvements
- Taxable value totals do not include properties within city limits

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