

Sierra Vista City Council
Work Session Minutes
September 10, 2024

Mayor McCaa called the September 10, 2024, City Council Work Session to order at 3:00 p.m., Council Chambers, City Hall, 1011 N. Coronado Drive, Sierra Vista, Arizona.

Mayor Clea McCaa – present
Mayor Pro Tem Carolyn Umphrey – present
Council Member William Benning – present
Council Member Gregory Johnson – present
Council Member Angelica Landry – present
Council Member Marta Messmer - present
Council Member Mark Rodriguez – present

Others Present:

Chuck Potucek, City Manager
Victoria Yarbrough, Assistant City Manager
Chris Hiser, Police Chief
Brian Jones, Fire Chief
Laura Wilson, Leisure, Parks, and Library Director
Sharon Flissar, Public Works Director
Gabriel Squires, Public Works Internal Operations Manager
Matt McLachlan, Community Development Director
Jeff Pregler, Planner
Kennie Downing, Chief Procurement Officer
David Felix, Chief Financial Officer
Tony Boone, Economic Development Manager
Dianna Cannon, Management Analyst
Jennifer Dillaha, Budget Officer/Management Analyst II
Adam Curtis, Marketing and Communications Manager
Jill Adams, City Clerk
Mark Slania, Attorney for the Industrial Development Authority (telephonically)

1. Presentation and Discussion:
 - A. September 12, 2024, Council Meeting Agenda Items ([agenda attached](#))

Mayor McCaa stated that the agenda starts with the call to order, roll call, invocation led by Pastor Greg Rowles, God is Good Church, and the Pledge of Allegiance led by Council Member Messmer followed by a proclamation declaring September 16 through 22, 2024 as Minority Enterprise Development Week and the Economic Development Commission award for the minority-owned business of the year.

Item 2.1 Discussion and Possible Action of the Work Session Meeting Minutes of August 6, 2024 – There was no discussion.

Item 2.2 Discussion and Possible Action of the Regular City Council Meeting Minutes of August 8, 2024 – There was no discussion.

Item 2.3 Discussion and Possible Action of Resolution 2024-058, Authorizing the Removal of Chanse Frenette and Liza Quinones, and Appointing Iris Allison and Lana Tompkins-Stutzman to the Commission on Disability Issues, said terms to expire April 30, 2026 – There was no discussion.

Item 2.4 Discussion and Possible Action of Resolution 2024-059, Acceptance of resignation from Alvira (Vera) Gates-Williams, with regret, and appointment of Presence Massie, Roger Hunter, said terms to expire April 30, 2026, and Angela Givens, said term to expire April 30, 2025, to the Sierra Vista Neighborhoods Commission – There was no discussion.

Item 2.5 Discussion and Possible Action of Resolution 2024-060, Appointment of Gregory Loughran to the Sierra Vista Transportation Commission, said term to expire April 30, 2026 – There was no discussion.

Item 2.6 Discussion and Possible Action of Resolution 2024-061, Acceptance of resignation from Ryley Absalon, with regret, from the Youth Commission – There was no discussion.

Mr. Potucek announced the 911 ceremony at Fire Station III at 6:00 p.m. on September 11, 2024 and the SEACOM JPA Meeting on September 12, 2024, which he will report on during the Council Meeting. He reported that one of the current issues at SEACOM is re-transitioning the Human Resources function back to the County. He is also waiting for this month's sales tax report to provide an update on the revenues that have been relatively flat for the whole year. He added that Greenbrier Road is finished; however, Four Winds Circle should be back on track since the monsoon appears to be over. Lastly, he reported that the State Route 90 Sewer Reroute Project that was awarded to KE&G for about \$490,000 is in progress.

Item 3 Discussion and Possible Action of Ordinance 2024-007, Text Amendments to Article 151.06.005(E), Marijuana Facilities Operational Requirements – Mr. Pregler stated that Trulieve of Sierra Vista is proposing a Code amendment to extend the hours of operation for marijuana establishments from the current 9:00 a.m. to 7:00 p.m. to the proposed 8:00 a.m. to 10:00 p.m. In analyzing the request, staff first compared their proposed hours of operation with other communities. A comparison chart which was shown to Council during the last meeting indicated that 10 out of the 17 communities that were reviewed either have the same hours of operation or expanded hours as the proposed amendment. In addition, when reviewing the Arizona Administrative Code, one of the conditions of the marijuana establishments is that they shall operate at least 30 hours a week between the hours of 7:00 a.m. and 10:00 p.m., which allows the flexibility of local jurisdictions to extend the hours of operation to these times. Staff also reviewed the criminal activity related to the marijuana establishments. Since 2022, which was the year that Trulieve opened, there have not been a significant amount of criminal activity associated with the business. Also, Police Chief Hiser has stated that he had no concerns about the expanded hours of operation based on the data available.

With any Code amendment, the burden of proof is on the on the proponent. Trulieve's application for the text amendment provides their reasoning and justification. In reviewing the proponent's application and justification as well as staff analysis, staff recommends approval of the expanded hours of operation.

The Planning Zoning Commission recommended approval of the text amendment at their July 23, 2024 meeting. The item was placed within a 30-day public comment period on August 8, 2024. Staff has received six written comments from the public for support and two in opposition

Council Member Landry voiced her appreciation to the public for their comments and noted that it is very helpful whenever members of the public share their thoughts, concerns, and feelings. She noted that there were some positive comments along with negative comments, one which mentioned that the cartel was supplying the product. She shared that during the last meeting, she went to the facility and had a tour, where she had a thorough explanation of how things work there, the fact that the products that are out on display are empty boxes, and the strict security measures that are followed. She added that all the product that they have is grown and processed in Arizona. Everything has been checked, gone through the processes, and is safe; therefore, none of the product is coming from any cartel or outside of Arizona. However, the things that are on the streets that people are getting is an unknown as to where that comes from. Another comment received was about impaired drivers and crime which makes her wonder about the trend of the availability and access to marijuana, the ability to detect it, and how things have changed since it was legalized.

Police Chief Hiser stated that when the law passed legalizing recreational use of marijuana, the Police Department anticipated an increase of impaired drivers on the roadway. Therefore, to get ahead of that, the Department started working on a Drug Recognition Expert (DRE) Program. Certification takes quite a bit of work and officers become experts at recognizing specific signs of impairment from drug influence. The Department augmented that program and there are officers that are DRE certified because the Department had anticipated that there would be more impaired drivers. He noted that currently there is a good campaign that the Governor's Office for Highway Safety made as a commercial using local law enforcement up in the Valley about the misconception that an arrest for DUI cannot be made because it is legal to consume marijuana. A person cannot be under the influence of marijuana while operating a motor vehicle. If a person is feeling the impacts of marijuana, then they are impaired and can be charged with DUI. Enforcement efforts have also increased since this by getting more officers that are DRE certified so that they can recognize the signs and symptoms of impairment for marijuana. He added that there was an uptick in DUI arrests related to marijuana since it became legal because more people are using and due to Department's improved ability to detect and apprehend people driving under the impairment of marijuana. However, he cannot speak to what percentage has caused that uptick. He wonders if there has been this number of impaired drivers that were missed in the past because they did not have the DRE Program really grown yet. The Department is going to stay ahead of this both through public education and in continuing to get more officer DRE certified.

Council Member Landry stated there will be more business going on if Trulieve extends their hours, and asked if there has been a higher call volume in that area. Police Chief Hiser stated that the Department looked at data for crime trends and increase in calls for service, property crimes and disorderly conducts, but nothing that they have seen can be tied to that business. The Department looks at the neighboring businesses as well because they have an opportunity to call and make complaints, but the Department did not see anything.

Council Member Rodriguez stated that he was going to address the same negative comments and thanked Police Chief Hiser for clarifying those. He reminded everyone of the Arizona Liquor Law; establishments can sell liquor from 6:00 a.m. to 2:00 a.m. and noted that there are places that are open at 6:00 a.m. that sell alcohol and close at 10:00 p.m. and some i.e., Fry's, Cactus Spirits, Beverage Warehouse, Sierra Vista Food Mart, Circle K are open 24 hours. Therefore, extending an hour for business is all that is being requested. The City Council is not asking anybody to go against their beliefs, but a law was made by 60 percent of the voters in 2020. Therefore, he is looking at this as a request to extend hours on the business and he will support

that.

Mayor Pro Tem Umphrey stated that the cartel comment caught her eye. She shared that she spoke to the County Sheriff and was told that when they catch someone bringing drugs over, it is usually fentanyl, 99 percent fentanyl, and not marijuana.

Item 4 Discussion and Possible Action of Resolution 2024-063, Authorizing the Issuance of its Education Facility Revenue Bonds, Liberty Traditional Project, Series 2024, in an aggregate Principal Amount not to exceed \$3,500,000, the Proceeds of which will be loaned to Liberty Traditional Charter School, Inc., an Arizona Nonprofit Corporation – Mr. Potucek stated that this item is along the lines of what the City has been currently doing with the Industrial Development Authority for several months. This is just another bond issue.

Item 5 Discussion and Possible Action of Resolution 2024-064, Authorizing the City Attorney to act against Charles “Chuck” Long DBA Long’s Affordable Hauling Services – Mr. Felix stated that Mr. Long contracted with the City for a dumpster at the old Burger King as part of the cleanup for it. He had multiple service calls and racked up about a \$3,600 bill. He has paid \$300 of that and has not responded to any letters, emails, phone calls, and certified letters. He added that \$3,000 may not sound insignificant, but the City treats everybody fairly. This person has not paid, the Finance Department has exhausted it every means that it can go through and cannot use the State set off or use property like is normally done with residential customers. The next step in the process would be to take legal action, starting with a certified legal letter by the City Attorney; however, Council must approve this and ask him to start collection proceedings and legal proceedings against Mr. Long.

Council Member Johnson asked if Mr. Long still has in his possession the dumpster. Mr. Felix stated that he turned the dumpster back in May. They are out for business now and the City cannot hold the property owner liable for it.

Council Member Rodriguez stated that he sent Mr. Long a text and he texted him back and called him. He talked to Mr. Long, a businessman with good reviews on Facebook and Google. Therefore, he was surprised that somebody like that would not be responsible or responsive. He added that he understands the situation that he is in, a construction pyramid. The workers get paid first and then all the bills get paid on the end. He stated that Mr. Long is willing to pay, but he knows what will be forthcoming. Mr. Long was a part of the demolition crew and has been waiting for his money to pay the bill. Lastly, he stated that it was interesting to talk to him and to hear his perspective. He further stated that he wanted to investigate before voting and was doing his due diligence as much as possible. Mr. Long also said that he had sent a letter/e-mail to the Department.

Council Member Benning asked if Mr. Long is a subcontractor Burger King or whoever did the renovations. Mr. Felix stated that Mr. Long has not indicated that he is a subcontractor under general contractor. The property owner could do him separately than the contractor. He does not know about his arrangement with the owner.

Item 6 Discussion and Possible Action of Resolution 2024-065, Acceptance of Tohono O’odham Nation Grant for Air Bag Lifting Equipment – Fire Chief Jones announced that the Fire Department received a grant from the Tohono O’odham Nation for \$36,000 for two sets of airbags. Airbags are used by the Fire Department for vehicle stabilization, vehicle accidents, building collapses to help with walls, and heavy rescue if somebody is pinned in a vehicle because they help raise the vehicle off the person. The bags come in six different sizes which

have different weight requirements for lifting. Currently there are airbags at Stations II and III and the Fire Departments depends on Fort Huachuca because they handle the West side for those kinds of accidents. The Department is looking forward to receiving them and buying them. In closing, he gave a special thanks to Battalion Chief Mat Irlmeier for writing the grant and receiving it.

Council Member Rodriguez thanked Battalion Chief Irlmeier for taking the time to apply for the grant and to the Tohono O'odham Nation for offering the grant.

In response to Mayor McCaa, Fire Chief Jones stated that these are two sets of airbags, one set is \$18,000 but the City will get two sets. Therefore, the sets that are currently at Stations II and III will be replaced.

B. [Presentation by Community Medical Services](#)

Desiree Voshefsky, Community Impact Manger with Community Medical Services stated that they are an opioid treatment program that specifically treats people that are utilizing opioids. Unfortunately, they are unable to treat people utilizing other substances like alcohol or stimulants because they are not licensed for that.

Community Medical Services is an outpatient opioid treatment program that has been in Arizona since 1983. They started up in Scottsdale and have about 13 clinics in the Phoenix area. They also have multiple clinics in rural areas throughout the State of Arizona, plus clinics in other states, Colorado, Alaska, North Dakota, Minnesota, and Oregon, newest clinics.

The stigma is something that Community Medical Services combats within the community and the recovery community because some people believe that it is not truly a recovery when they are utilizing medications. It goes from labeling, stereotyping, creating the division of us versus them, a loss in social status, and ultimately discrimination. Lives do matter and it takes a while for somebody to get back on track. It is a disease, but a lot of people think that it is a choice. However, in working with people every day, Community Medical Services views this as a disease like cancer, and cancer can be deadly if it goes untreated.

There are many paths to recovery. Abstinence is a big pathway to recovery, 12-step Recovery, Celebrate Recoveries, treatment modules and some people recover just by tagging into their family, building that connection with the community, and going to church. There is not one pathway that is going to work for everybody. This is just an option of a pathway that works with people with opioid use disorder, especially when utilizing fentanyl.

Some of the goals through medication are to reduce any significant withdrawals, reduction in cravings, stabilize brain chemistry, eliminate any other opioid use, block the euphoric effects of other opiates, improve function, maintain and establish healthy relationships, and establish stable housing and employment.

The cycle of opioid use goes from opioid use to physical dependence to withdrawal to desperation, the antisocial behavior when people start getting involved within the Criminal Justice System. Community Medical Services tries to cut off the dependence between the physical dependence and the withdrawal, and hopefully stop the rest of the things from domino affecting into play.

Community Medical Services utilizes three of the FDA approved medications, Methadone,

Buprenorphine and Naltrexone. Methadone is the gold standard of treatment for opioid use disorder because it is the longest lasting and it allows to start the person immediately. Community Medical Services clinics are all walk in. As soon as somebody is ready to engage in services, they can walk in the clinic, they will see a counselor, a provider, and get started on the medication on the same day. If they try to catch somebody later or tell them they need to come back a week for a weeklong for an appointment, chances are that person is not going to come back or it is going to take them another couple of months before they make another appointment for another week later and then go back into that that fun cycle. Methadone alleviates withdrawal symptoms and prevents cravings. It does block the euphoric effects of other opiates.

Community Medical Services also offers a taper process. Therefore, when somebody is stable and they are ready to discontinue the medication, they do discontinue the medication through a taper process, about five to ten percent of their dose every one to two weeks. It can take quite a while for somebody to taper off the medication, but it is safer than them not coming in at all.

A slide was displayed of what Community Medical Services tries to do with the medication. Somebody on a stable dose of Methadone should be in the comfort zone where they are not experiencing those highs, but they are not going into the withdrawals. Sometimes it can take a dose adjustment of one milligram to find that magic number for the person and everybody is different.

Buprenorphine, a partial opiate agonist activates part of the receptors. It also contains Naloxone in it that sits on top of the opioid receptor. Therefore, anybody that tries to use after taking this medication will either not feel anything or could get sick, putting themselves into precipitated withdrawals if taken with any other type of opioid. The maximum dose is 24 milligrams and a slow taper with provider supervision is available. The person must be in mild to moderate withdrawal. If they have used that same morning, then they cannot start on Suboxone that same day. They must wait 17 to 24 hours before they can start the Suboxone.

Other forms of Buprenorphine are Subutex, Sublocade, and Brixadi. Subutex is commonly used for pregnant patients because it does not have Naloxone in it, and it is a better safety profile for pregnant clients. Sublocade injections are new, and a lot of success has been seen with this medication. It is a Buprenorphine injection that they get once every 28 days. They do not have to come into the clinic and there is no risk of medication being out in the community. The patient comes in every 28 days, they receive their injection, and they are good for that period. There is no little to no withdrawals with this medication as well because it time releases out of their body during those 28 days. Brixadi is another form of injectable Buprenorphine that is newer than Sublocade. Patients can do a weekly or monthly injection and it time releases out of their system as they are taking the injection. The last one used is Naltrexone or Vivitrol. This is an opiate blocker, and it blocks 100 percent of the opioid receptors, a great medication if a person is in the maintenance phase of their recovery. This means that they are not new to treatment, and they have a handle on their recovery. They just may be experiencing cravings or wanting to use. They must be off any type of opiate for seven to 14 days prior to the injection. It is possible to overdose while utilizing Vivitrol. Although, it blocks the opioid receptors, if a person continues to use on top of it, they can use enough that they are going to push the Vivitrol off the opioid receptor and have all that free forming fentanyl or opioids in their system and it can all rush into that receptor all at once causing a person to overdose.

Best practices for treatment are to medically recommend that the patient be on the medication for a year, regardless of what medication it is. Best outcome studies are showing two years.

Community Medical Services lets the patient decide when it is best for them to discuss the possible taper. Everybody is in their different place and is either getting services through Community Medical Services or somewhere else, they may be going through some life changes, etc.; therefore, they are not encouraged to get off the medication. However, if they say that they are ready, Community Medical Services follow the taper protocol and gets them off the medication and it is done in conjunction with supportive services like counseling, peer support, case management groups, or peer run support groups.

Medication by itself is not a magic fix all and other supportive services are needed to get their head right to maintain their recovery. If one modality is not working, Community Medical Services we can go between them and, one modality is not better than the other. The services that Community Medical Services provides in the clinic are medication management, counseling, case management, peer support groups, Naloxone distribution, Hep-C testing and treatment, drug screens, STI testing, and diversion control.

Community Medical Services makes sure that the medication is safe out in the community. Therefore, if somebody is taking home Methadone or Suboxone weekly, bimonthly, or monthly at any time, the nurses can call them, and they must come into the clinic with all their medication. Community Medical Services makes sure that the bottles were taken in order by day because each day is labeled for Methadone. They must provide a urine drug screen and they must take that dose in front of the counselor, in front of the nurse's station. If some of the criteria is not met, the medication can be dropped down back into daily status where they must come back into the clinic every day to receive the medication.

Community Medical Services also provides medical and psychiatric referrals, OBGYN collaborations, delivers to residential treatment facilities, and runs a prescription check to make sure that when they come see the provider, the provider can run their name through their system because if they are prescribed benzos like Xanax or Benzodiazepines, they must account for that because it is a high risk for an overdose because it depresses the respiratory system and cause an overdose.

Community Medical Services has community and criminal justice programs, and they work with the Arizona Department of Corrections. There are about 7,000 people incarcerated in the Arizona Department of Corrections that are either utilizing prescribed Methadone or Suboxone that are in custody, and they are being kept on the medication. There are over 700 people that Community Medical Services is recording care for them that are being released within the next 90 days at one of their clinics statewide.

Community Medical Services works with pregnant women too. Anybody that comes in that has opioid use disorder and that is pregnant is tied in with Hushabye Nurseries. There are different stages during pregnancy that may be dangerous to the mom and the baby to detox. They work with them to get them back on track and make sure that they are keeping an eye on them during drug screens, counseling, etc. so that they have the support they need because when they give birth at the hospital, DCFS is going to be involved. Therefore, they are prepared for that, and they make sure that they have everything that they need to keep the family unified.

Community Medical Services does outreach to houseless population. They have deflection programs in Tucson and Phoenix and do jail dosing and delivery. They work with the Cochise County Jail for methadone deliveries according to care for jail and re-entry integration, integration in the specialty courts programs i.e., drug courts/family drug court, DTAP, Steps court, and Veterans court.

The intake process does not require a waiting process and medication is started the same day. Methadone is low and requires daily dosing and if somebody comes in, they are going to be receiving their medication that same day. At first, they are coming in every single day and if somebody is that dedicated to treatment, especially early on, that is a huge commitment. It takes commitment whether they know where they want to go when they walk through those doors. Counseling sessions are required one time per month and UA's are scheduled two times per month. Best outcomes are when the medication is used one to two years.

Community Medical Services is also a community provider for Narcan/Naloxone. They provide Narcan training to any entity, the community, and to people that are not clients that walk in and want Narcan or Naloxone.

Council Member Rodriguez voiced his appreciation and indicated that the presentation was informative. He asked about the results of someone trying to quit cold turkey. Ms. Voshefsky stated that withdrawing cold turkey can be extremely painful, especially with fentanyl. It is getting harder to get somebody into detox and to stay. They will experience cold sweats, vomiting, and diarrhea. It is like the worst flu magnified by 10 when it comes to opioid use withdrawal. It also ends up bottoming out somebody's tolerance and when that happens it leaves a person highly susceptible to a fatal overdose if they were to go return to use. Being on the medication itself, whether it's Methadone, Suboxone, or Vivitrol, reduces the risk of a fatal overdose by up to 75 percent. If this is done for harm reduction purposes to try to keep somebody alive at first, that is the best that can be done until they can start getting a bit of hope because when they can start getting them those little successes, no matter how small they are, they can start building on it.

Council Member Rodriguez asked about the difference in blood tests for an opioid user versus a recovering opioid user using Methadone, Suboxone, or Vivitrol. Ms. Voshefsky stated that they filter out in urine drug screens. Community Medical Services does them in the clinic and they are testing for a Methadone, Methadone metabolite that tells them if somebody is diverting their medication because if they come in monthly on their own and they have only Methadone in their system, that means they may not be taking it as prescribed, and they will get knocked down to daily. Community Medical Services tests for the metabolite to make sure that their body is processing and metabolizing the medication. They test for Methadone, Methadone metabolite, opiates, Heroin, Fentanyl as well as amphetamines, methamphetamines, barbiturates, Buprenorphine, and alcohol.

Council Member Rodriguez noted that Community Medical Services' clinics are normally a nimby situation because nobody wants them in their area, but the fact that they provide services, including veterans court is greatly appreciated. He noted that social media can be cruel, but this can affect anybody.

Council Member Johnson asked about Community Medical Services' success rate. Ms. Voshefsky stated that Community Medical Services tracks social determinants of health since Methadone and Suboxone are used in this type of treatment, which could take a while for somebody to get back on track. It depends on people and where they are at in their recovery because everybody's measure of success is different. Counselors work with people to find out what is their next motivator to hit the next goal in their recovery. She added that while tracking social determinants of health they see a reduction in depression and anxiety after the first six months to a year, an increase in employment after the first six months, and then another jump after a year as well as stable housing. Community Medical Services is new to tracking social

determinants of health and this was their first full year and in December is when they will wrap up the data again within their systems to put out information on the past two years.

Council Member Benning commented that drugs do not care if a person is rich, poor, race, urban/ rural background. He thanked Ms. Voshefsky for everything that Community Medical Services does for the community and asked about its funding source and how the community can help them. Ms. Voshefsky stated that Community Medical Services takes all forms of AHCCCS, Medicaid, private insurances, Medicare, some SOR, and SABG funding available. They can get people on grants if they do not have a funding source. Community Medical Services tries to avoid turning somebody away for treatment for their ability to pay. They will get them on a grant funding, set someone up for AHCCCS, Medicaid, and food stamps. They have a private pay fee scale, and it is \$70.00 a week, \$10 a day. This is manageable and usually the last resort.

In response to Council Member Benning, Ms. Voshefsky explained that AHCCCS is a State Medicaid System, Arizona Health Care Cost Containment System and anyone can apply at [Health-e-Arizona Plus](#) if they are unemployed, certain level of income, and experiencing financial hardship. They can apply for food stamps or cash assistance based on the State's recommendations.

Mayor Pro Tem Umphrey thanked Ms. Voshefsky for her presentation and all the work that Community Medical Services does with peer support. She asked about the services that are provided at the clinic in Sierra Vista. Ms. Voshefsky stated that she is based out of Tucson and travels all over Eastern Arizona doing presentations and outreach. She noted that most of the services are available in Sierra Vista and soon they will be looking into what groups can be made available in the clinic in Sierra Vista as this is only service that does not transfer over to other areas.

Mayor McCaa thanked Ms. Voshefsky for her brief and the resources offered by Community Medical Services.

C. [Pavement Condition Index Survey](#)

Ms. Flissar thanked the members of the Sierra Vista Metropolitan Planning Organization, Karen Lambertson and Justin Hembree, for the funding support of the analysis that has been tremendously valuable. She stated that the current City Council Strategic Objective is to prioritize reducing the number of road miles of city-owned streets that fall into the very poor or poor classifications on the Pavement Condition Index and to maintain higher classifications to the extent possible. The Council has had something like this for several years in the Strategic Plan.

The Public Works Department has been evaluating existing conditions for many years before it was automated. Prior to 2018, employees would go out in their free time and drive around to look at roads with a form that they filled out, largely an unscientific process, based on one person's opinion and on what they could see, i.e., potholes and cracking. However, they could not see an issue with the subgrade if it had started to get soft and know if that road(s) was going to fail more quickly than others. The other issue with this process is that people have different opinions and by the time they were able to finish the entire roadway network and start back over again, roads were failing faster than they could get back around to them. This was not always an up-to-date analysis of the Pavement System. Starting in 2018 and continuing into this year, the Department has done an automated analysis through radar. A truck drives through town

pulling a trailer behind it and the radar is looking at the road. Therefore, everything an employee used to do is now automatically onto the computer and in real time. They can also get to the entire roadway network in weeks that provides more meaningful data more quickly and detects unseen problems, i.e., issues with the subgrade, which helps prioritize those roads differently.

The funding was due to the Sierra Vista Metropolitan Planning Organization for both the 2018 and the update for this year, which has delivered a lot of bang for the buck based on how it is used. Also, Sierra Vista was the first in Cochise County to go to an automated pavement condition assessment. Cochise County is the size of the State of Connecticut and some of these roads are rural; therefore, the ability to drive a truck with a trailer behind it picking up all this data is being used by other entities in Cochise County to assess their pavements as well.

The Pavement Condition Index is a measure from zero to 100 of the condition of a pavement. It is considering factors such as the smoothness, cracking, potholes, other factors associated with the pavement and the results are easy to understand.

Backlog is any road with a PCI less than 40 rated as poor or very poor condition.

The key findings from the current pavement condition analysis depict that in 2019, the overall PCI of the City's roads was 64 and it is currently at 58. Also, the percent of excellence has dropped off and the percent of poor or very poor has gone up. The City has over 4,000,000 square yards of pavement in its inventory, one of the largest assets owned by the City. The average Pavement Condition Index for the City is 58 that means that the roadways overall are on the upper side of fair condition. It is near the 2019 national average, but this is not necessarily reflective because no one is currently reporting. This could be due to communities across the country struggling with overall aging infrastructure, lack of funding, and inflationary pressures in the different repair methods. The national average has probably dropped from 60 to 65 because there is no magic pot of money to address the nation's aging infrastructure.

Sierra Vista has grown, but it has grown more slowly which may be contributing to the lack of new development over the last couple years. This matters because when there is new development, those roads are brand new, and they are going to bring the totals up because they are going to be the roads above 90 for several years.

A slide was displayed of information on the different classifications of roads. Arterial roads have the highest PCI, and this is great news. These are arterial roads owned by the City of Sierra Vista. The City has done a good job of keeping those roadways that people use most frequently, the big roadways, in good condition. A lot needs to happen to keep them in good condition because they have more traffic on them. Once they start exhibiting signs of stress, they are going to fail more rapidly than a local street that has lower traffic volumes. Collectors are ranked the lowest and not necessarily a surprise. Collectors are your roadways i.e., El Camino Real, Town and Country, Canyon De Flores. They funnel traffic out of neighborhoods and the reason why collectors are tough is that they do not have the appeal of arterial streets for grant funding. However, they are not as visible to people as the roadway that they live on, the local street. They end up in this middle range and tend to be wider than local streets and are going to cost more to fix. Therefore, as the Department looks at prioritizing funding, they will a lot of times default to local roadways because those can get more bang for their buck by addressing local roadways. The local network average condition is 59, comparable to the arterials. The local roadways saw the least drop over the last five years, only three points. The City has done a good job in prioritizing the local roadway repairs and getting to the neighborhoods. Although, arterials are important to people too, the roadway in front of their house is very important. It is

the roadway that they drive on the most every day and it is the roadway they are going to probably be the quickest to call and complain about. A lot of the City's arterials, i.e. Fry Boulevard and 7th Street were rebuilt about 10 years ago due to getting grant funds to basically take those roadways down to the dirt and rebuild them. That work is now 10 years old, and it is showing its age. Buffalo Soldier Trail is over 20 years since it had a complete rebuilding. However, the City was able to get congressional appropriations to assist with rebuilding that road, but the efforts made in the past are aging and the City needs to keep on top of it. Local roadways are about 65 percent of the City's roadway network based on area and the focus on local roads are mostly within Sierra Vista.

Some of the challenges of roadway maintenance are aging infrastructure, which is occurring in communities across the country. Locally, a lot of the biggest subdivisions are 40 years plus old, i.e., Village Meadows, Pueblo Del Sol, Montebello, and Town and Country, the majority of the City of Sierra Vista. Canyon De Flores is 25 years old, the oldest parts of Canyon De Flores next to Highway 92 are 25 years, and the newer portions are 20 years old.

The City is dealing with antiquated funding streams that have not kept pace. The last Arizona gas tax increase was in 1994, 30 years ago. A lot has changed since 1994 and being seen are a different mix of vehicles on the road, more trucks and SUVs. People's preference now is for larger vehicles and the significance of the larger vehicles is that they are heavier in general, although vehicles overall have been getting lighter. More recently, being seen is the rise of alternative fuel vehicles. An electric car is about 750 pounds heavier than a conventional car, and it goes up into the thousands of pounds as you get into the trucks. They are significantly heavier and when you look at the gas tax, they do not contribute to the gas tax because they are not buying gas. Therefore, there is a funding system that is built around gasoline and increasingly vehicles are not using gasoline. Also, since COVID, people are shopping online. Consequently, there are more delivery vehicles rolling through neighborhoods, dropping off all those boxes, which are heavier vehicles. The demographics are changing and unfortunately, the gas tax has not kept up with that. The gas tax is distributed based on population statewide and although Sierra Vista has grown, it has grown at a modest rate. The City of Sierra Vista used to be ranked in the 12 to 16 range on that list of largest cities, but it is now sitting at 27. There are communities that did not exist now not only exist, but they have passed the City of Sierra Vista, i.e., Avondale, Buckeye, Maricopa, Queen Creek, all the generally Phoenix bedroom communities. Therefore, not only is there a shrinking pie, but it is now being cut into more pieces, not a recipe for success as far as funding transportation.

Ms. Flissar shared that when she started working at the City, her boss said to her that the City could build a mile of an arterial roadway, five lanes, sidewalks, landscaping, etc. for \$1,000,000. Now for \$1,000,000, the City can do a lane or two of that one mile roadway that does not include sidewalks, curbs, landscaping, etc. This is just the pavement due to cost escalations regarding pavement maintenance.

A graph was displayed regarding the maintenance strategies looked at for pavement. Crack seals are the cheapest, but have the shortest life associated with it. Going all the way down to a reconstruction is the most expensive strategy, but it will also last the longest. The pavement reconstruction will still require crack sealing, but a full pavement reconstruction should last at least about 20 years, 30 if it is taken good care of it and there is favorable weather. Spending a dollar on pavement maintenance when it is still in the good category, eliminates spending \$6 to \$10 on rehabilitation. However, the graph has been around for several years, and it is probably like one to 10 now. This also explains why the worst roads are not done first. It is a balancing act and Public Works wants to not only address those poor roads, but to keep the good roads

from becoming poor roads.

The strategies are always subject to change based on changes in technology. New technologies are coming out all the time that help to do pavement maintenance better. There are new products on the market that can help stretch those dollars. Cost has not been favorable over time, but Public Work always looks at new products coming out and makes shifts on those kinds of things all the time.

A chart that came out of the last Pavement Condition Study was displayed. The chart is from five years ago, but this chart very accurately predicted where the City would be at today, at least in terms of the Pavement Condition Index. It predicted that based on Sierra Vista's budget, the City would be at APCI of 58 and the City is at a PCI of 58. It did overestimate the backlog at about 20 percent, but the City is only about 14 percent. The City has been better than expected, meaning that the City has been able to pull up some of those poor roadways and keep them from slipping further. Grants certainly can help improve this outlook. The City only has a limited amount to spend and that is always going to be the case. The City is always going to be limited by budget. To change that outlook, the Public Works Department has aggressively pursued grants and has been doing that. Some of them like the RAISE grants have not panned out, but the congressional appropriations have, which the City is very thankful for and that ability to address BST, the primary road to Fort Huachuca before it starts falling off rapidly because it is at that 20-year mark. The Public Works Department continues to look at new technologies, to do better and stretch those dollars further.

Stretching taxpayer dollars is done by cluster work in neighborhoods because with less distance to move the equipment, the City gets a more favorable pricing. This was started a couple of years ago which maintains a cohesive look in the subdivision. Before this strategy, they used to do a road here and there, which would get people get excited and then the maintenance vehicles would move out and the calls would come in asking where their road was on the list. Now, Public Work goes by subdivisions to maintain that cohesive look of the subdivision while also helping to reduce costs. They use the economies of scale, meaning that they try to cluster like work. Therefore, in one year they will do all slurry seals that are not going to be the poor level roadways. Throwing down a slurry seal, the sandy material that makes the pavement look black, on a roadway that is in the poor category is going to do nothing and is not going to last. Public Works tries to cluster the slurry seals all together in one year because the more of them they have, the higher volume, the more the price drops. They will do reconstructions in another year, but there is the perception that the City is not getting a lot of bang for their buck. Reconstructions can be a real let down when one can see how much can get done on that type of project.

Watching out for the tipping point is the backlog control and trying to get to roads before they are too far gone, if possible, because after it slips into that poor category, a chip seal is not going to be done, nor a slurry seal, or a crack seal. This is then in a reconstruction mode.

Ms. Flissar stated that it would be great if Public Works could repave every roadway in the City on a regular basis and that is a question that she fairly gets. However, cost wise, it is not possible. The City has about 700 lane miles of roadway in inventory, and it is about \$1 million per lane mile or two, about \$350 to \$500 million to repave all the roadways in Sierra Vista and that does not work with the budget, and it is not going to work with grants either. Public Works tries to extend the life of roadways as much as they can and then address the ones that have slipped into poor and very poor with the reconstruction.

Strategies for the future in the very short term, Public Works would like to update the City's GIS System that is going to help visualize trends. The Community Development Department helped a lot on the last PCI survey. It is thousands of lines of data because each roadway is broken into segments. This is all in GIS and color-coded to see the impact that the pavement maintenance practices and policies were having. In the short term, Public Works would like to get the 2024 results in to be able to compare them.

Technology is improving, cost unfortunately is not. However, seen is a leveling in that. It was going sharply up for a while and now there is a leveling in pavement maintenance. Public Works has established some consistency and the last few projects they did have come in very close to what was estimated that they would come in at. They are also reconsidering the pavement cross sections. This is both the thickness of the pavement and the width of it. There are a lot of roads out there that were built very wide in the 1970s and 1980s. They were built for future development, for car centric driving trends or passenger trends, and they are not being fully utilized. It is the reason that Public Works did a road diet on Fry Boulevard several years ago. Ideally, Public Works would do that on other roads, but it is expensive to go back and do a road diet and pull in those curbs. However, the City can look at the future and avoid over building roads in the future. Public Works has narrowed them down over the last couple years. However, the bottom line is that the pavement does not just cost a lot to put it down initially with brand new development, it costs much more than that to maintain in perpetuity.

Ms. Flissar stated that since she has been with the City, the pavement sections have been two over six for local roads and three over ten for collectors and above, asphalt over base course. The City needs to consider changing this due to vehicles getting heavier, a trend that is likely to continue. The City also needs to consider changing pavement sections that have been the way they are now for probably 40 plus years. This is going to cost a little more on the front end, but if it performs better over time then that is something that needs to be considered.

Public Works would like to continue updating the Pavement Condition Survey every couple of years because it provides very valuable data, informs the annual street maintenance, and it identifies roads that may need maintenance. They would also continue to aggressively pursue grants for larger roadways. Collectors are always going to be the biggest challenge because they are more expensive than the local roads and they are not going to compete well for those grants. Part of the reason that the City has been successful with BST is that it is the primary corridor to Fort Huachuca, and it has high traffic volumes that speak to people.

Public Works will need to continue to look at options for collector roadways, but they are always going to be the biggest challenge of the system.

Mayor Pro Tem Umphrey noted that this was one of the first presentations that Ms. Flissar made to her and Council Member Benning were elected in 2018. She also noted that street maintenance to help, but it did not because the cost went up. She added that on the strategies for the future, there needs to be lobbying on fixing the gas tax. She added that she knows that they could dedicate more funding, but then that will be competing with other projects that need to be funded.

Council Member Benning asked about what is being used for estimates. Ms. Flissar stated that they use historical as bids come in and then update because ADOT puts out their bid results and those are not going to be reflective of the prices received. The rural location and the economy of scale are a part of it. If the City can get bid results from other projects locally, either the City or Cochise County, that is going to be the most indicative.

Council Member Benning asked if the City reaches out to Tucson and Phoenix areas for people who can do the work. Ms. Flissar stated that they do, especially on the bigger projects. For smaller projects, the locals are usually going to win because all their people are here so they can offer better pricing.

Council Member Rodriguez noted that this was great information and Council gets asked about roads daily, especially the ones that are not the City's. She thanked Ms. Flissar for bringing the City out of the dark ages and using radar. He further noted that the pavement index made him sad because the numbers are bad. He asked about the rating for BST. Ms. Flissar stated that she would have to get the numbers off the thousand-line-item spreadsheet. It varies based on segment. The worst PCIs are generally to the north approaching the gate because that is where most of the traffic is. They are higher further down the road, but Public Works is looking for that tipping point. BST is going to hit that tipping point far faster than another road with lower traffic volume and less truck traffic. They do not want to see BST look like some other roads in town and they are trying to get to it before then.

Council Member Rodriguez voiced his appreciation for the update and noted that \$1,000,000 a mile is no longer true. A small segment that is going to happen from BST to ALA is estimated to be \$2,000,000, not even close to a mile. People ask why the City cannot just put \$40,000 towards a road, but that would do absolutely nothing. Another misconception is the gas tax which has not changed since 1994. People believe that the City keeps raising the gas tax, but that is not the case because it is based off population. Sierra Vista is not growing like other towns are. Therefore, that math does not favor Sierra Vista. He shared that recently he had three UPS trucks going down his street for the same house, but that is the world that everyone lives in, which is affecting the roads. He further stated that other states are doing synthetic asphalt, which is expensive, but he would like to know if Public Works has investigated that. Ms. Flissar stated that she has seen a bunch of different stuff out there. This is one of those things where she is not inclined to be on the leading edge as much due to the risk associated with it. However, she is interested to see how those results come back. There is a variety of recycling technologies out there as well. There are some that use plastic and tires in the roadways, but nothing has beat the conventional asphalt either in terms of price or performance. Another question that Public Works gets is why the City does not use concrete because asphalt is more prone to cracking and potholes. Concrete is many times the cost of asphalt. It lasts practically forever, but paving a road with concrete is expensive and noisy, as Phoenix found out when they concreted their freeways.

Council Member Rodriguez asked to keep in mind that as the West End Project grows, there are big trucks coming through there that have no business on the West End. They are going all the way to the other side of town. Therefore, he would like to look at an ordinance in the future to have those trucks take a different route to avoid the smaller, narrower roads to not tear them up as much.

Ms. Flissar stated that newer technology was used when Charleston was paved and expanded eight to 10 years ago. It had a thin layer of asphalt rubber over the top. It is green, recycling tires, but it was too thin, and it did not bond well to the pavement underneath it. Therefore, Public Works had to go back and address that. They were cognizant of the fact that we were expanding the road, it was getting closer to homes, and that asphalt rubber is very good in that it absorbs sound better than conventional asphalt. It has been used by ADOT and other municipalities and that is why it was look at, but the layer was a bit too thin.

Mayor Pro Tem Umphrey noted that the City just changed the width for new streets going forward. She asked if the streets will be smaller. Ms. Flissar stated that currently for a local road, the standard is two inches of asphalt over six inches of base, and it has been that way for many years. The bigger roads are three over ten, or sometimes four over ten, but it depends on the road. They would make that a bit thicker, higher initial construction costs, but should fare better with heavier vehicle traffic.

In response to Mayor Pro Tem Umphrey, Ms. Flissar stated that this is something that Public Works is looking at.

Mr. Potucek stated that this is good data to work off. The bottom line though, in the report is to maintain even where the City is currently at, the City is historically putting about \$1.5 per year augmented somewhat with some capital improvements funds and grants to do the current street maintenance effort. The report indicates that \$3.5 million or so a year would be needed. Therefore, the City is \$2 million short annually just to stay where it is currently at. It has been recognized for a long time that HURF has not meet the City's needs, which is what was traditionally used to fund street maintenance for a long time. The City has had to rely more and more on sales tax dollars in the Capital Improvements Fund to augment the street maintenance. The City is taking it upon itself to try and address something and not relying on the State to raise the gas tax or anything like that because he does not see anything like that happening. It is probably not the most appropriate funding source going forward as well with the advent of EVs. This leaves the City in a situation where it can prioritize the use or set aside Capital Improvement Funds for street maintenance, but those funds are competing with other projects, i.e., the Parks Master Plan, building projects of which there are several in the Strategic Plan that are all reliant on the Capital Improvements Fund. Without seeing a lot of growth and sales tax, that makes some tough decisions in terms of your prioritizing those various projects. Council has another Strategic Plan coming up next spring and this discussion will need to take place at that time with regards to street maintenance versus the other projects that everyone would like to see get done. This may require a little more creativity or grant funding to accomplish.

D. Report on Recent Trips, Meetings and Future Meetings

Council Member Rodriguez reported on the League of Arizona Cities and Towns Conference, which was attended by the Youth Commission, who got to see what the other youth in Arizona get with those local commissions and councils. He explained that the Youth Commission talked to other cities and towns that started off as a commission and changed to a council that was easier for kids to be involved. Everybody just loved Sierra Vista's display and commented on Sierra Vista being the Hummingbird Capital. He further reported that the Youth Commission meet on Sunday, September 8, 2024 where ideas were discussed. In closing, he thanked Ms. Wilson and the Park staff for their support behind the scenes so that the Commission's ideas can get done as he would like to keep collaborating with other youth groups in the community that are doing similar things and maybe work together on a bigger youth symposium, youth summit.

Mayor McCaa thanked Ms. Wilson, Ms. Wrozek, and Mr. Toresdahl for displaying the booth.

Council Member Landry announced that the Transportation Commission met on September 4, 2024. She noted on the agenda for September 12, 2024, there will be an appointment of a new commission member that will be joining the Commission, and the next meeting will be on Wednesday, October 2, 2024 at 3:30 p.m. at the Transit Center.

Council Member Messmer announced that the Arts, Humanities, and Culture Diversity

Commission will be meeting on Wednesday, September 11, 2024 at 4:30 p.m. and the Tourism Commission scheduled for Monday, September 23, 2024 has been cancelled.

Council Member Benning announced that the Parks and Recreation Commission will meet on Tuesday, September 10, 2024, and Council Member Messmer is going to attend in his place.

E. Future Discussion Items and Council Requests

In response to Mayor McCaa, Ms. Yarbrough stated she has two things that she is tracking for October. Staff is going to provide another update on golf center operations and the status of things as well as the one-year Strategic Plan update.

3. Adjourn

Mayor McCaa adjourned the September 10, 2024 work session of the Sierra Vista City Council at 4:31 p.m.

Clea McCaa II, Mayor

Minutes prepared by:

Attest:

Maria G. Marsh, Deputy Clerk

Jill Adams, City Clerk

A recording of the Council Meeting is available at:
https://www.youtube.com/channel/UC8PtUpIbkQsixlhSy-jeR_Q/videos