





**PUBLIC WORKS DEPARTMENT**


TO MAYOR/COUNCIL FYI  
Date 3/29/19 By Y. Ferreira

**MEMORANDUM**

DATE: March 29, 2019

TO: HONORABLE MAYOR LEE BRAND  
COUNCIL PRESIDENT STEVE BRANDAU  
COUNCILMEMBERS

THROUGH: WILMA QUAN, City Manager   
JIM SCHAAD, Assistant City Manager   
Office of the Mayor & City Manager

FROM: SCOTT MOZIER, PE, Director   
Public Works Department

SUBJECT: SENATE BILL 1 LOCAL STREETS AND ROADS FUNDING  
AND FY2020 PROJECT RECOMMENDATIONS

**EXECUTIVE SUMMARY**

In accordance with State of California requirements for cities and counties, as adopted by the California Transportation Commission (CTC), staff will be bringing a resolution to the Council approving a list of Public Works projects for use of Senate Bill 1 (SB1) funding for the upcoming fiscal year (FY2020). Per the CTC resolution adopted on August 15, 2018, the City must adopt this list by resolution and submit it to the CTC prior to May 1, 2019, in order to receive SB1 revenues for the upcoming fiscal year. A similar resolution was adopted on April 5, 2018, for the current fiscal year.

**BACKGROUND**

On August 15, 2018, the CTC adopted the 2018 guidelines for Senate Bill 1 Road Maintenance and Rehabilitation Account (RMRA) funding designated for cities and counties. Pursuant to the guidelines, a proposed project listing must be submitted to the CTC prior to May 1, 2019, for consideration. The submission must include a resolution of the Council adopting the list. The CTC will then adopt a list of cities and counties which have met its guidelines at its June Commission meeting, and forward that list to the State Controller, who will in turn release SB1 funds to appropriate recipients (cities and counties).

Should the City not adopt a proposed project list via resolution by May 1, 2019, the State Controller will retain what would have been the City's monthly share (at approximately \$750,000/month) for a period of 90 days. Should a list not be provided within that timeframe, the CTC will reapportion what would have been the City's share of SB1 funds to

other eligible cities and counties. In order that SB1 projects are not delayed, staff recommends the project list be adopted by resolution and submitted to the CTC by May 1, 2019.

SB1 specifies the following eligible uses:

- Road Maintenance and Rehabilitation
- Safety Projects
- Railroad Grade Separations
- Complete Streets Components (including active transportation purposes, pedestrian and bicycle safety projects, transit facilities, and drainage and stormwater capture projects in conjunction with any other allowable project)
- Traffic Control Devices

Further, Streets & Highways Code Section 2030(b)(2) states that funds made available by the RMRA program may also be used to satisfy a match requirement in order to obtain State or Federal funds, provided that the projects fall into the eligible SB1 categories.

The Public Works Department utilizes a pavement management system for the City's 1,700 centerline-miles to evaluate the condition of the street network and to recommend pavement treatments. Streets are rated using an industry-standard pavement condition index (PCI) ranging from 0 to 100, with zero being a pothole-riddled crumbling street and 100 being a newly surfaced roadway. A PCI score of 80-100 is rated as "very good-excellent", 70-79 as "good", 60-69 as "fair", 50-59 as "at-risk", 25-49 as "poor" and 0-24 as "failed." Based upon PCI ratings and field observations by trained engineering and maintenance professionals, projects are recommended including slurry seals, grinding and overlays, as well as total reconstruction. The City's overall PCI has been in steady decline in recent years due to insufficient funding for street maintenance. In 2008, the overall PCI was estimated at 72, but the average was somewhat inflated due to the building boom and relatively large amount of new street mileage in residential subdivisions. The average PCI had declined to 68 by 2013, declined further in 2016 to 63 and is now at 58 as of this report in 2019.

In October 2017, the Council adopted a list of SB1 projects for FY2018 and also considered a prioritized five-year list of projects for which SB1 funds would be used. Since that time, the League of Cities has revised its estimates for SB1 revenues. The latest projections (from January 2019) forecast \$8.9 million for the City of Fresno for FY2020, a reduction from the original \$11.9 million projected for FY2020. The proposed list for FY2020 includes preliminary engineering funding for several projects for which construction contracts would be awarded in FY2021; notwithstanding this, the vast majority of street repairs, concrete work and slurry seal treatment projects are to be fully constructed and completed in FY2020.

This action will not limit or reduce future Council authority to appropriate funding for projects each year in the City budget, in accordance with the Charter, but rather will comply

with State requirements to become eligible for receipt of funds. Per the CTC's adopted guidelines, the project list does not limit the flexibility of an eligible city or county to fund projects in accordance with local needs and priorities, so long as the projects are consistent with SB1 RMRA guidelines.

## PROJECT SELECTION

The purpose of this memorandum is to also provide more detailed information about the Department's process for SB1 project selection. Projects on the list fall into three main categories or a combination thereof: pavement maintenance, concrete repair (curbs, gutters, sidewalks) or traffic safety projects (new signals, protected left turn phasing). It should be noted that two minor projects on the list address bridge repair and active transportation/complete streets, both of which are eligible for SB1 funds as well. By program, the following describes the selection process:

### Pavement Maintenance

Staff evaluates the City's 1,700 centerline-miles of streets on a Citywide basis. The Department utilizes our asset management system and the StreetSaver pavement management program, which is highly regarded in the industry, to help evaluate the best and cost-effective investments to maintain the street network. The recommended projects will generally include a variety of treatments depending upon pavement condition, including slurry seals, crack seals, mill and overlay, or full reconstruction. A "worst streets first" approach is generally not recommended as the best or main option for investment, since low-cost preventive maintenance treatments enable the City to extend the life of streets before they become in need of expensive reconstruction. The following table illustrates the relative construction costs per square foot for recent projects:

Slurry seal (Citywide contract)	\$0.18 per square foot
Simple major street grind and overlay	\$1.57 per square foot (8.7x slurry seal)
Deep repair and overlay	\$4.03 per square foot (22x slurry seal, 2.5x simple overlay)
Full arterial reconstruction	\$7.31 per square foot (40x slurry seal, 4.6x simple overlay)

By applying slurry treatments to residential and collector streets on a 7-10 year frequency, this will restore a "good" street to very good or excellent condition, thus dramatically extending the life of the street. Similarly when streets reach the end of their 20-year design life, a simple grind and overlay project will be appropriate. Streets with deferred maintenance going well beyond their design life are typically in poor to failed condition where a costly deep repair and overlay, or even a full reconstruction may be required. To bring the City's pavement network with its current average PCI of 59 (at-risk) up to an average PCI of 79 (good) in the next ten years, an investment of more than \$600 million would be required to address the deferred

maintenance. SB1 revenues, along with Measure "C", Federal and State grants, will allow the City to begin catching up on this enormous backlog of deferred maintenance.

Staff uses the pavement management program analysis as a starting point in project selection. Additional criteria for consideration include the intensity of maintenance issues being experienced, such as vehicle loading and weather-related potholes, FresGO request volumes, community input, Council District office priorities, coordination with utility project schedules and opportunity for joint projects with other agencies such as the County of Fresno.

#### Concrete Repair (Curbs, Gutters and Sidewalks)

The City of Fresno has a lengthy backlog of tree-damaged and deteriorated curbs, gutters, sidewalks and valley gutters. Due to insufficient funding resources, immediate repair requests and notification of sidewalk raises require the application of a low-cost asphalt patch and orange marking of the potential trip hazard. Locations are then added to the list for future repairs and programming of concrete improvement projects. Project selection is primarily driven by the volume of constituent requests, Council District office priorities, size of the project relative to the available funding, development of an appropriate project boundary, and proximity to pedestrian-oriented facilities such as schools, parks, government offices and other public resources. The proposed list includes 20 different neighborhood locations for concrete repair totaling more than \$2.2 million in work to be performed by City of Fresno SB1 concrete crews.

#### Traffic Signals

Each year, the Council receives an updated priority ranking list from the Traffic Operations and Planning Division of Public Works, for both new traffic signals and addition of protected left turn phasing (a "green arrow"). The list includes all locations which meet warrants, as determined through traffic counts and accident data in accordance with Federal and State standards. The City's priority list is consistent with Federal and State criteria. Factors in the scoring evaluation include traffic volumes, correctable accidents reported, schools within 1/4 mile and engineering judgment. The 2019 Citywide lists are attached for ease of reference, including 71 locations meeting warrants for installation of traffic signals and 17 locations where protected left turn phasing should be considered. Eight of the recommended SB1 projects address these traffic signal needs.

Lastly, it should be noted that several capital improvement projects on the proposed FY2020 projects list are those projects which the Council approved for design in the current fiscal year, and will be ready for full construction funding in FY2020. Some maintenance projects on the FY2020 list are utilizing the projected FY2019 carryover funding of \$3,298,400, which will be used in FY2020 due to the challenges and long lead time associated with hiring new

Honorable Mayor Lee Brand  
Council President Steve Brandau  
Councilmembers  
March 29, 2019  
Page 5

employees for concrete construction crews and engineering design work. The Department will now be equipped to deliver the \$12.2 million SB1 program for FY2020.

Attachments:

- SB1 Proposed Projects List for FY2020
- Map of Proposed Projects
- Annual Update of Traffic Signal Priority Ranking Lists