



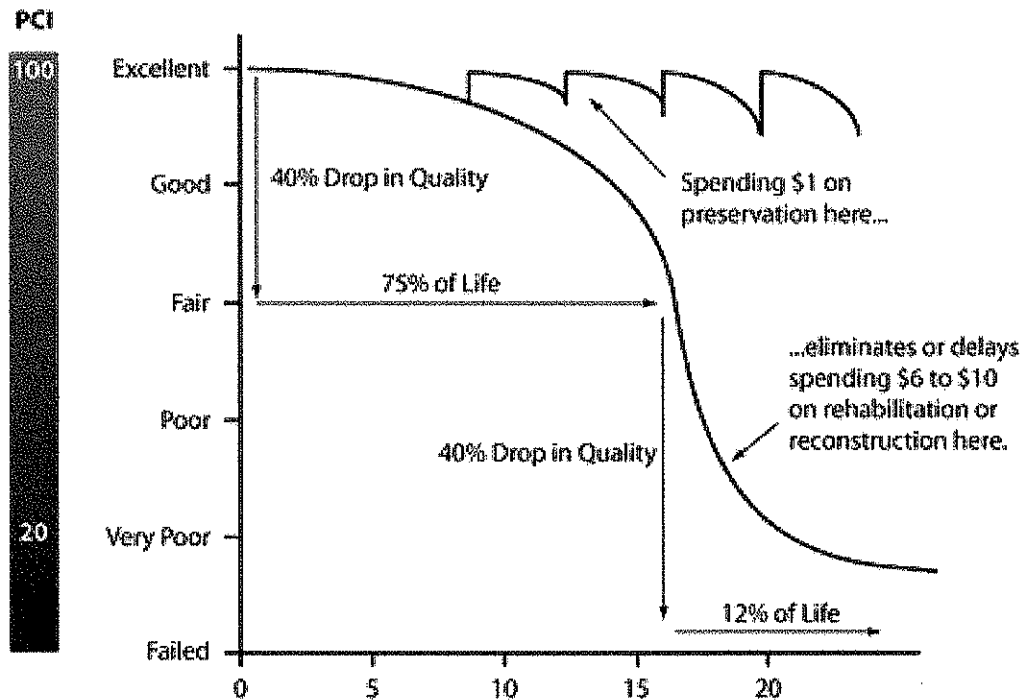
**City of Los Angeles Street Rehabilitation Bond Measure
Recommendations for Maximizing Taxpayer Return on Investment**

A motion was introduced on January 4, 2013 for consideration by the Los Angeles City Council to prepare a \$3 billion general obligation bond measure for the May 21, 2013 election to fund street rehabilitation. This brief discusses the merits of the proposed measure and makes recommendations to align the proposal with the City's multimodal transportation objectives to maximize the value of the investment in public infrastructure.

Necessity of Bond Finance for Capital Investment

Pavement preservation is similar to any physical asset management program, wherein routine preventative maintenance staves off more expensive major rehabilitation or reconstruction. Federal Highway Administration (FHWA) guidance states that \$1 in preventative maintenance saves \$6 to \$10 in rehabilitation or reconstruction costs. The Bureau of Street Services (BSS) has focused its limited resources on pavement preservation to minimize lifecycle costs. An unfortunate consequence of this otherwise strategic policy choice is that streets that are already deteriorated beyond the point of minor rehabilitation are neglected in order to maximize overall system condition. Paradoxically, in a well-managed system the worst streets end up being last in line for repair.

A lack of resources and a maintenance backlog that predates BSS's current pavement management system has resulted in an estimated 8,700 lane miles that are currently in disrepair, requiring more than routine maintenance to return to a state of good repair. Thus to return these streets to good condition, a program of major rehabilitation and reconstruction is necessary before routine pavement preservation activities can maintain the system. This one-time infusion of funds to bring all deficient roads up to a state of good repair is an appropriate capital investment for bond funds, with regular funding then used to perform preventative maintenance to avoid future major rehabilitation.



Source: FHWA Principles of Pavement Preservation <http://www.fhwa.dot.gov/pavement/preservation/ppc0621.cfm>

Alignment of Proposed Capital Investment with Mobility Goals

The City of Los Angeles is currently updating the Mobility Element of its General Plan to reflect the need for a multimodal transportation system that efficiently meets travel demand, serves all residents equitably, and minimizes externalities on health and the environment. Any investment in the City's transportation system must also align itself with these objectives and capture opportunities for multiple benefits. A complete streets framework maximizes the value of transportation investments by cost-effectively performing complementary work in coordination with projects, providing the greatest return on taxpayer investment.

Recent plans, such as the 2010 Bicycle Plan, and ongoing initiatives, such as the Safe Routes to School Strategic Plan, identify projects that maximize multimodal benefits. Essential to success of these multimodal efforts is the reconception of the "street" to include all areas within the public right-of-way, including sidewalks and parkways, in a holistic view of the transportation system. The proposed measure presents an opportunity to accelerate these plans and ensure that any capital investment serves today's and tomorrow's needs instead of yesterday's. However, this will not happen automatically; appropriate policies and safeguards must be built into the measure to ensure effective implementation of multimodal projects.

Policy Recommendations

As residents are asked to support a general tax increase to pay for infrastructure rehabilitation, it is incumbent upon the measure to include in its scope investments that serve all taxpayers and, by extension, all road users. Well over 25 percent of all trips in LA are on foot, bike or transit; almost half of all roadway fatalities are people walking and biking. Any serious investment in the transportation system must not rebuild streets without also deploying proven strategies for addressing these safety issues for pedestrians, bicyclists, and transit users. We therefore recommend the following policies be incorporated into the proposed street rehabilitation measure:

1. Define the scope of bond measure as rehabilitation and modernization of transportation infrastructure in the public right of way (property line to property line).
2. Incorporate "complete streets" language into purpose of bond and project scope, selection, and prioritization criteria. (See Appendix.)
3. Incorporate multiple benefits into purpose of bond and project scope, selection, and prioritization criteria:
 - a. Safety for all road users, with special attention to locations with high collision rates particularly for pedestrians and bicyclists
 - b. Drainage improvements and stormwater capture/infiltration (Green Streets)
 - c. Implementation of 2010 Bicycle Plan
 - d. Implementation of Safe Routes to School Strategic Plan projects
 - e. Implementation of transit priority projects
 - f. Implementation of parklets and pedestrian plazas
4. Incorporate performance criteria for workprogram and annual reporting into measure:
 - a. State of Good Repair for roadways and sidewalks (% at letter grade, goal: 100% A)
 - b. Pedestrian accommodation (% of street miles with pedestrian accommodation, goal: 100%)
 - c. ADA accessibility (% of intersections with missing or non-compliant curb ramps, goal: 0%)
 - d. Green Streets and Low-Impact Development (% of street miles with green features, goal: 100%)
 - e. Amount of matching funds secured for projects
5. Form inter-departmental working group to set workprogram and coordinate project selection and prioritization, including representatives from BSS, BOE, BOS, LADOT, DCP, and CAO.
6. Include sidewalk condition inventory in workprogram
7. Include sidewalk rehabilitation and reconstruction in workprogram¹
8. Include ADA accessibility in workprogram

¹ <http://www.uctc.net/access/36/access-36brokensidewalks.pdf>

9. Include implementation of collision-reduction measures on resurfaced streets, e.g. continental crosswalks, advanced stop bars, crosswalks on all legs of every signalized intersection, curb extensions to reduce pedestrian crossing distances, etc.²
10. Engineer rehabilitated and reconstructed roads to lower design speeds to mitigate for high-speeds that otherwise result from smoother pavement
11. Accelerate Mobility Element to create planning framework for transportation investment prior to significant expenditure of bond funds
12. Form Citizens' Oversight Committee with representation from all modal stakeholders

Recommended Amendments to Council Motion

1. Direct the City Attorney to include ballot language that requires all rehabilitation and reconstruction projects to serve all road users, including motorists, transit users, bicyclists, pedestrians, wheelchair users, children, and the elderly (complete streets).
2. Include LADOT, Department of City Planning, and Bureau of Sanitation in report back to Council to include analysis of impacts to adopted and pending transportation plan implementation and staffing requirements for those departments to support BSS's workprogram.

² See here for more devices and details: <http://safety.fhwa.dot.gov/tools/crf/resources/briefs/pedissuebrief.cfm>

Appendix: Model Complete Streets Language

Los Angeles streets serve many users including people walking, bicycling, using transit and driving, all of whom suffer from poor roadway conditions. Transportation begins when we set foot from our front door onto the public right-of-way. All infrastructure elements in the right-of-way, from property line to property line, are vital to improved mobility and safety for all Angelenos, whatever modes of transportation they may use.

Therefore, the City of Los Angeles will provide for the needs of drivers, transit users, bicyclists and pedestrians of all ages and abilities in all planning, design, construction, reconstruction, retrofit, operations, and maintenance activities through this General Obligation Bond. Funding generated from this Bond will ensure the implementation of Complete Streets that will enhance the safety, access, convenience, and comfort of roadway users of all modes, ages and abilities. This Bond will ensure Los Angeles meets our present needs and our future growth.

With this Bond, it is the City of Los Angeles's policy to:

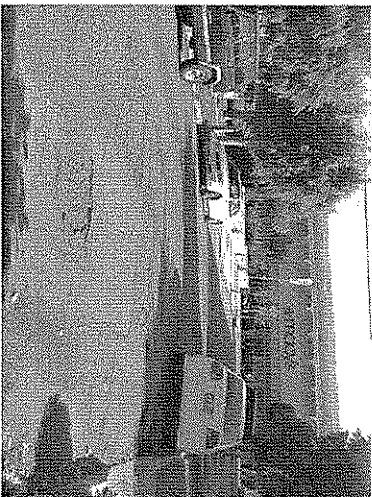
(A) Provide well-designed pedestrian and ADA accommodations on all streets and crossings. Pedestrian accommodations can take numerous forms, including but not limited to traffic signals, roundabouts, bulb-outs, curb extensions, sidewalks, buffer zones, shared-use pathways, and perpendicular curb ramps, among others.

(B) Provide well-designed bicycle accommodations along all streets. Bicycle accommodations can take numerous forms, including but not limited to the use of bicycle lanes, striping, signage, traffic calming, bicycle detection and pavement markings, among others.

(C) Where physical conditions warrant, implement Green Street standards to address stormwater runoff, water quality, and flooding.

The City of Los Angeles will evaluate the implementation of this Bond through the following Complete Streets performance measures:

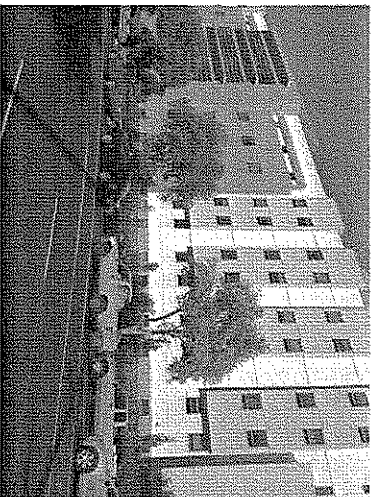
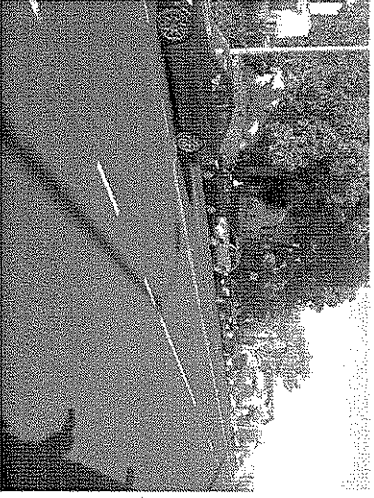
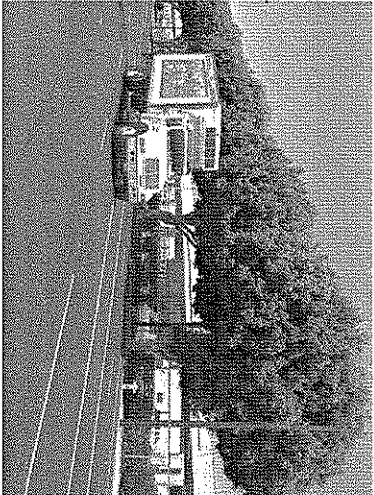
1. State of Good Repair for roadways and sidewalks (% at letter grade, goal: 100% A)
2. Pedestrian accommodation (% of street miles with pedestrian accommodation, goal: 100%)
3. ADA accessibility (% of intersections with missing or non-compliant curb ramps, goal: 0%)
4. Green Streets and Low-Impact Development (% of street miles with green features, goal: 100%)
5. Amount of matching funds secured for projects



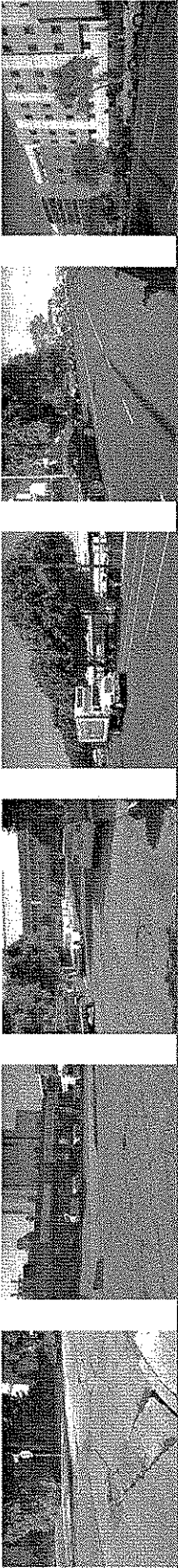
\$3 Billion

General Obligation Bond Proposal

Los Angeles Emergency Local Street Safety and Traffic Improvement Measure

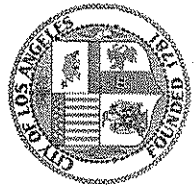


RECEIVED
JAN 09 2013
BY *PRB*

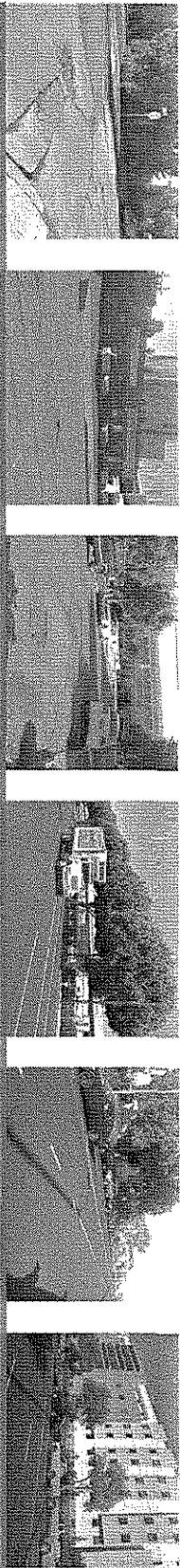


Executive Summary

- Street repair in Los Angeles was underfunded from the 1950's to 1990's, allowing many streets to deteriorate.
- Funding for pavement preservation was steadily increased from 2005 to the present, preventing further decline in road system quality.
- Annual funding focuses on streets in A, B, and C condition.
- **The Los Angeles Emergency Local Street Safety and Traffic Improvement Measure is needed to finance repair of streets in D and Failed condition.**

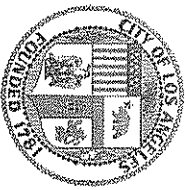


Los Angeles Emergency Local Street Safety
and Traffic Improvement Measure



Failed Streets Create Significant Problems

- 60-year backlog of failed and near-failed streets: 31% of all lane-miles
- Failed streets cause significant problems including:
 - Longer Police, Fire, and rescue ambulance response time to emergencies
 - Increased traffic congestion, longer commute times and unsafe avoidance maneuvers
 - LA motorists pay \$744 per car annually for rough road repairs – the nation's highest
 - Reduced property values
 - Unsafe crosswalks for pedestrians and school children
 - Standing water with increased risk of West Nile Virus



Los Angeles Emergency Local Street Safety
and Traffic Improvement Measure

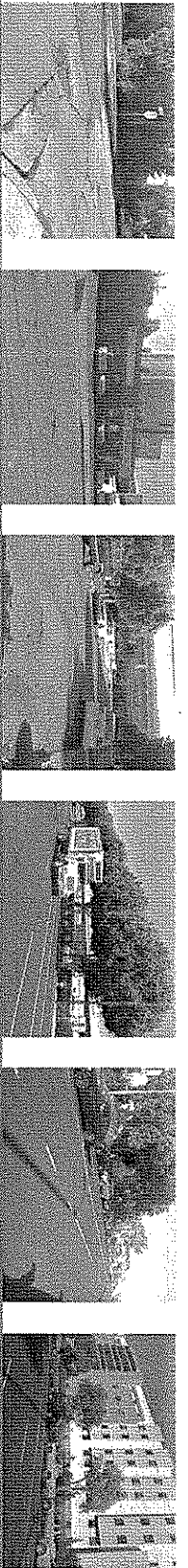


Failed Streets Create Significant Problems – cont'd

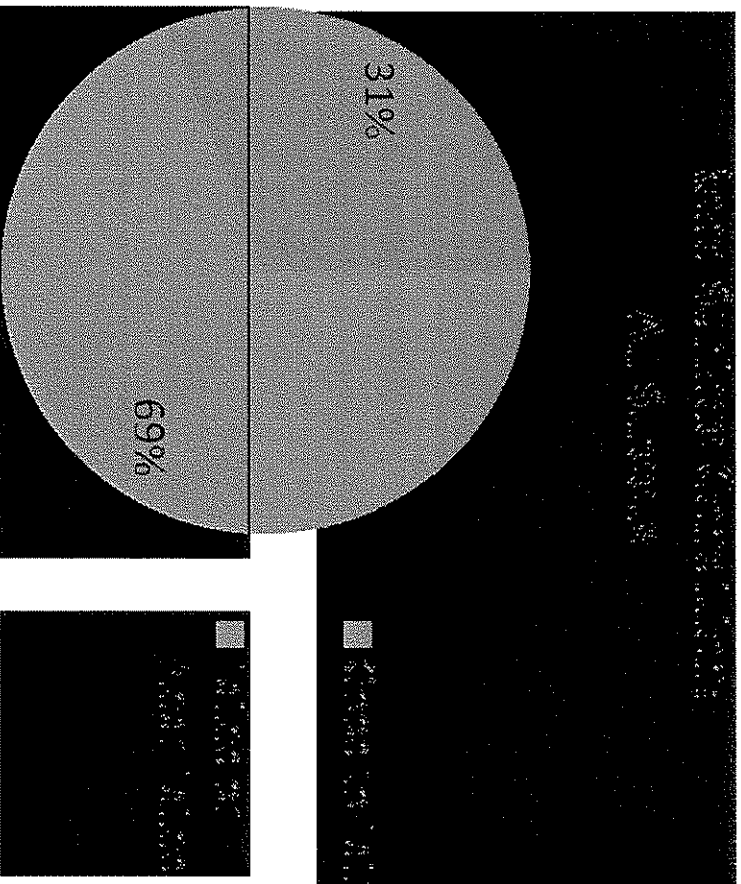
- Funds available for street maintenance and rehabilitation are constrained:
 - Declining state funding from Gas Tax
 - ARRA and Prop1B funding now exhausted
- Stagnation of Job Creation and Development
 - Few job training opportunities for unskilled labor and learning new skills
 - City image of decline does not support urban development initiatives
- Environmental Threats
 - Air pollution created from traffic congestion
 - Significant landfill material created from not completely recycling asphalt
 - Using up more natural resources by not reusing old asphalt



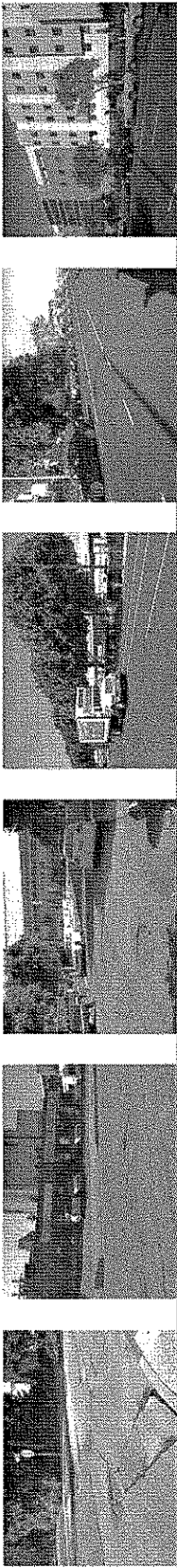
Los Angeles Emergency Local Street Safety
and Traffic Improvement Measure



Current Condition of Los Angeles Street Network



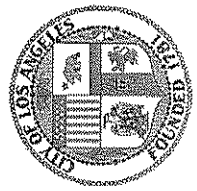
Los Angeles Emergency Local Street Safety and Traffic Improvement Measure



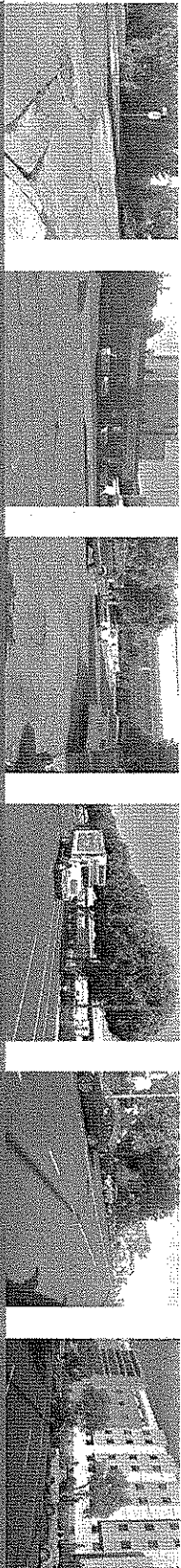
Bond will finance the reconstruction of approximately 8,700 lane-miles of streets that are in the worst condition

Reconstruction of Failed Streets	Reconstruction of Near-Failed Streets	Total
----------------------------------	---------------------------------------	-------

All Street Types 5,800 lane-miles 2,900 lane-miles **8,700 lane-miles**
\$3.0 Billion

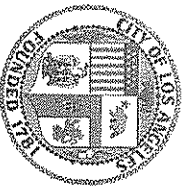


Los Angeles Emergency Local Street Safety and Traffic Improvement Measure



Benefits of Reconstructing Failed Streets:

- More rapid 911 emergency response by Police, Fire and Paramedics
- Improved traffic flow
- Creation of 30,000 private sector jobs over 10 year program and opportunity for job training in infrastructure construction under a Project Labor Agreement
- Reduced cost of pothole-related automobile repairs (currently estimated at \$746 per vehicle per year) the highest of any city in the United States
- Smoother ride for bicyclists and quicker installation of bike lanes
- Improved pedestrian safety
- Increased property values



Los Angeles Emergency Local Street Safety
and Traffic Improvement Measure

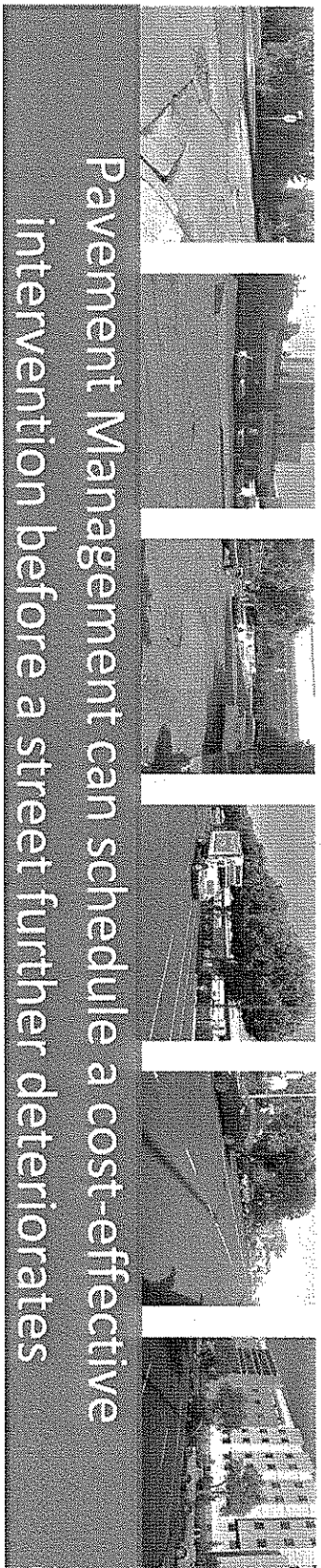


Benefits of Reconstructing Failed Streets: (continued)

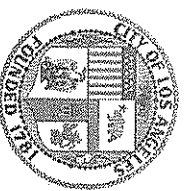
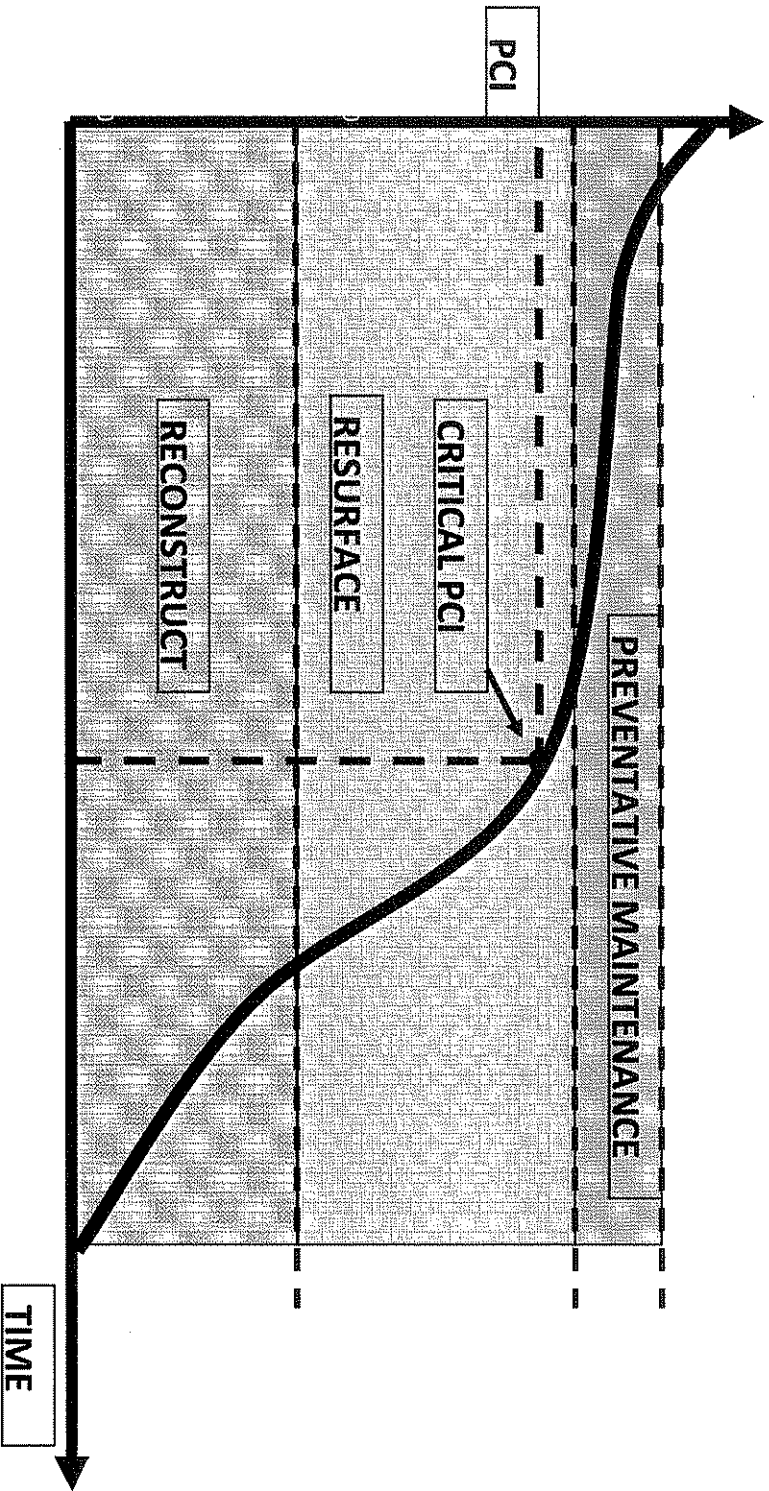
- Environmentally-friendly recycling of 100% of old asphalt removed from the street
- Reduced travel times for commerce, motorists and public transit riders
- Improved business climate to support urban development
- Upgraded image for businesses along commercial corridors
- Reduced standing water and threat of West Nile Virus
- Opportunities to integrate “Green Street Measures”



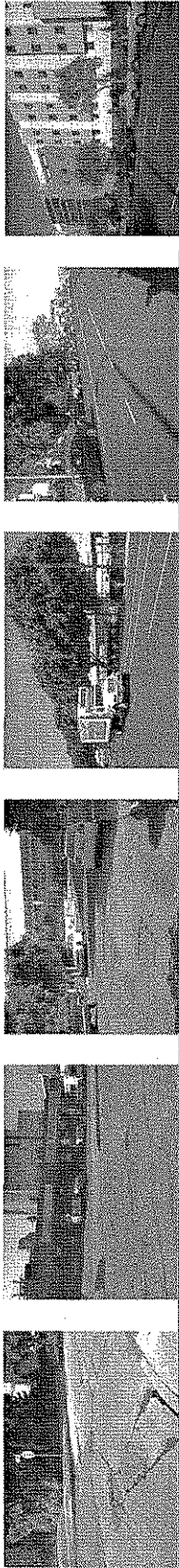
Los Angeles Emergency Local Street Safety
and Traffic Improvement Measure



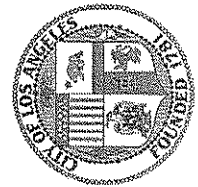
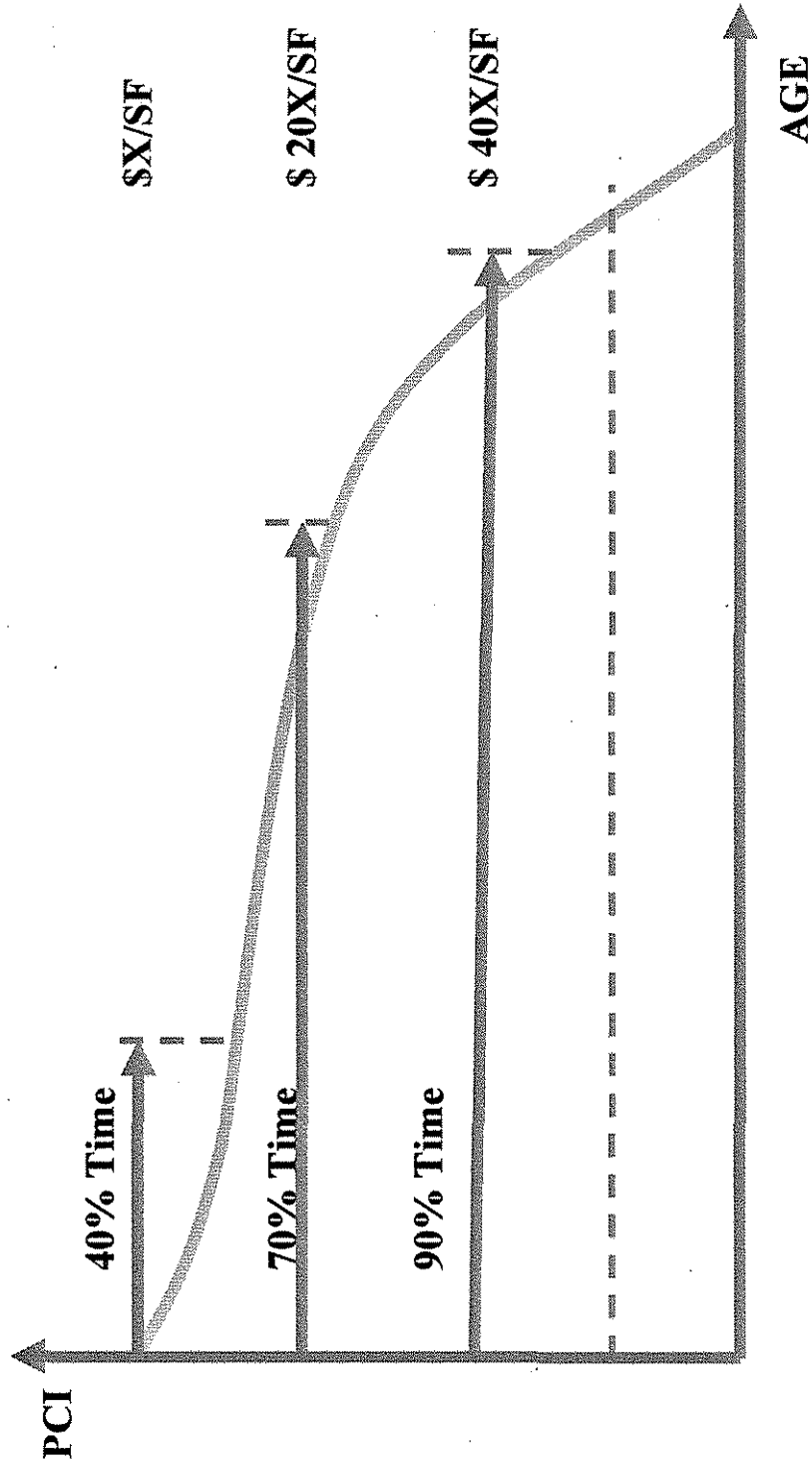
Pavement Management can schedule a cost-effective intervention before a street further deteriorates



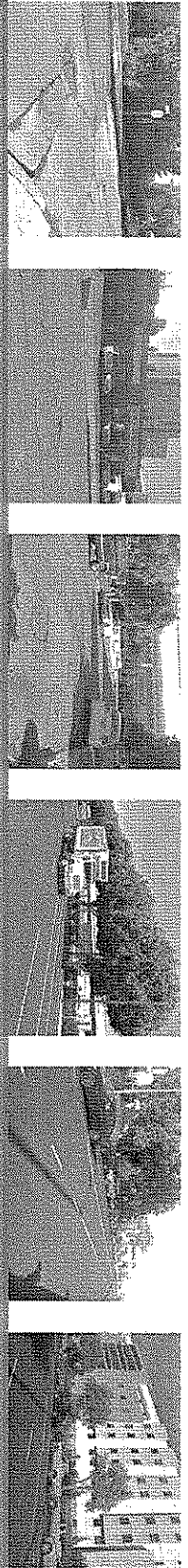
Los Angeles Emergency Local Street Safety and Traffic Improvement Measure



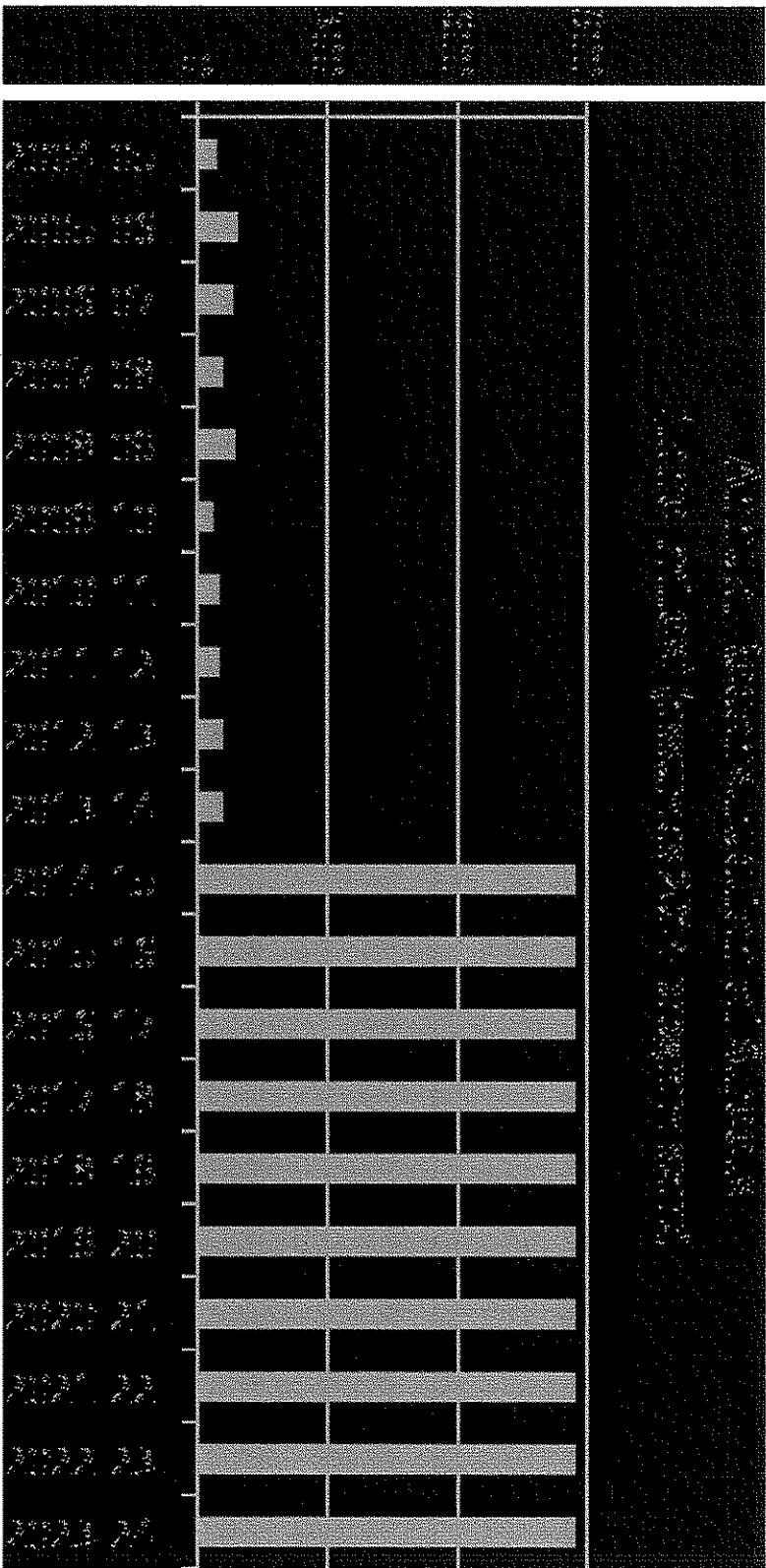
The longer a street is ignored, the more costly the repair



Los Angeles Emergency Local Street Safety
and Traffic Improvement Measure

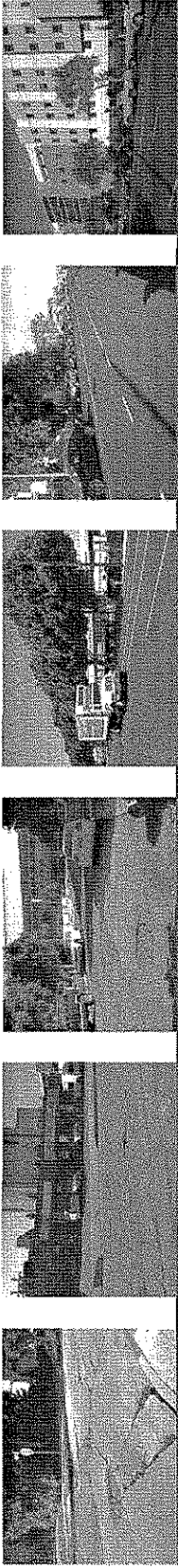


Street Reconstruction: Historical & Proposed



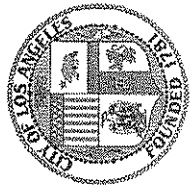
Los Angeles Emergency Local Street Safety and Traffic Improvement Measure



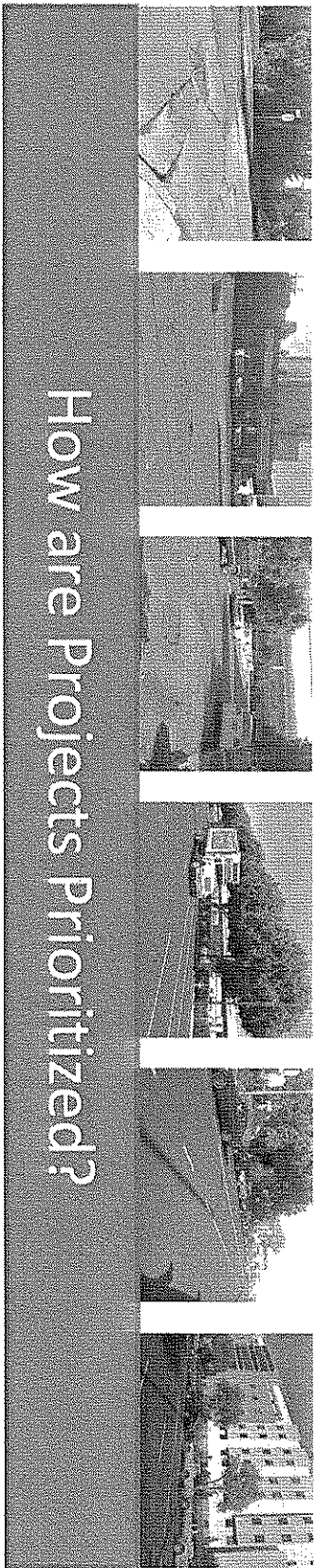


Why Use Bond funding for Street Reconstruction?

- The reality is that the City cannot erase the 60 year backlog of F (failed) and D (near-failed) streets through existing funding sources
- A partnership with property owners through a bond to finance a 10 year work program to fix all streets, currently with a D and F grade, can vastly improve the overall public street network in Los Angeles
- During the 10 year bond funded work program, the City will continue to preserve and maintain streets so that additional lane miles do not fall into a D or F grade
- At the end of ten years, no streets will be in Failed or Near-Failed condition; the overall average grade of street system will range between A (Good) and B (Satisfactory)
- New York, Chicago, San Francisco, Austin, Seattle, Houston, Minneapolis and many other cities use General Obligation bonds to fix streets

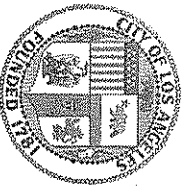
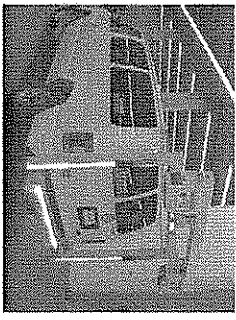
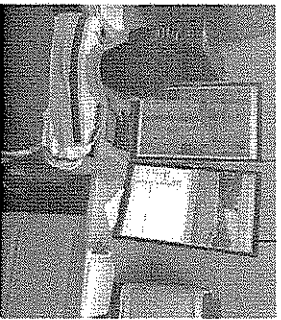
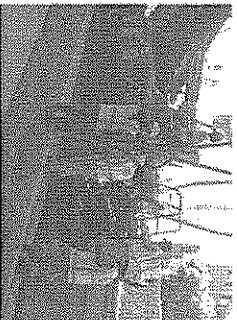


Los Angeles Emergency Local Street Safety
and Traffic Improvement Measure

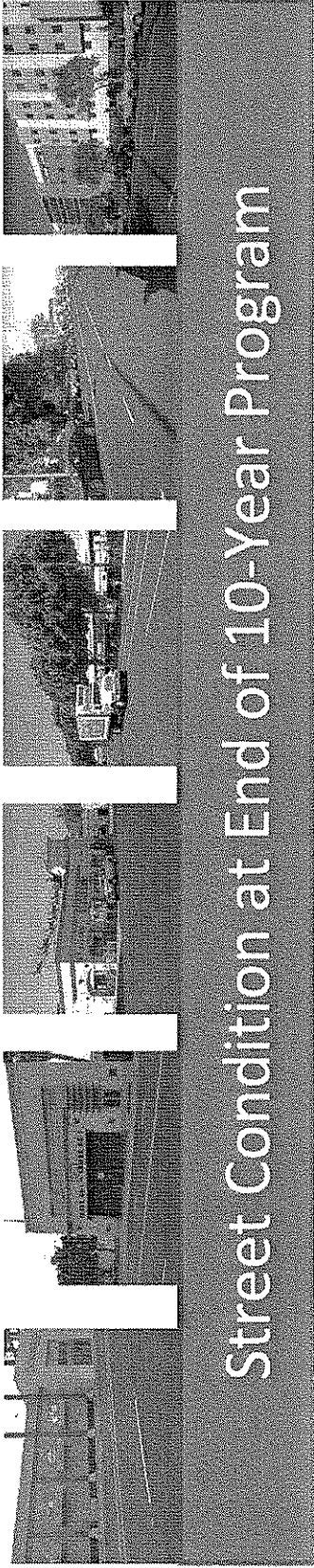


How are Projects Prioritized?

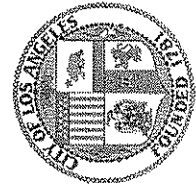
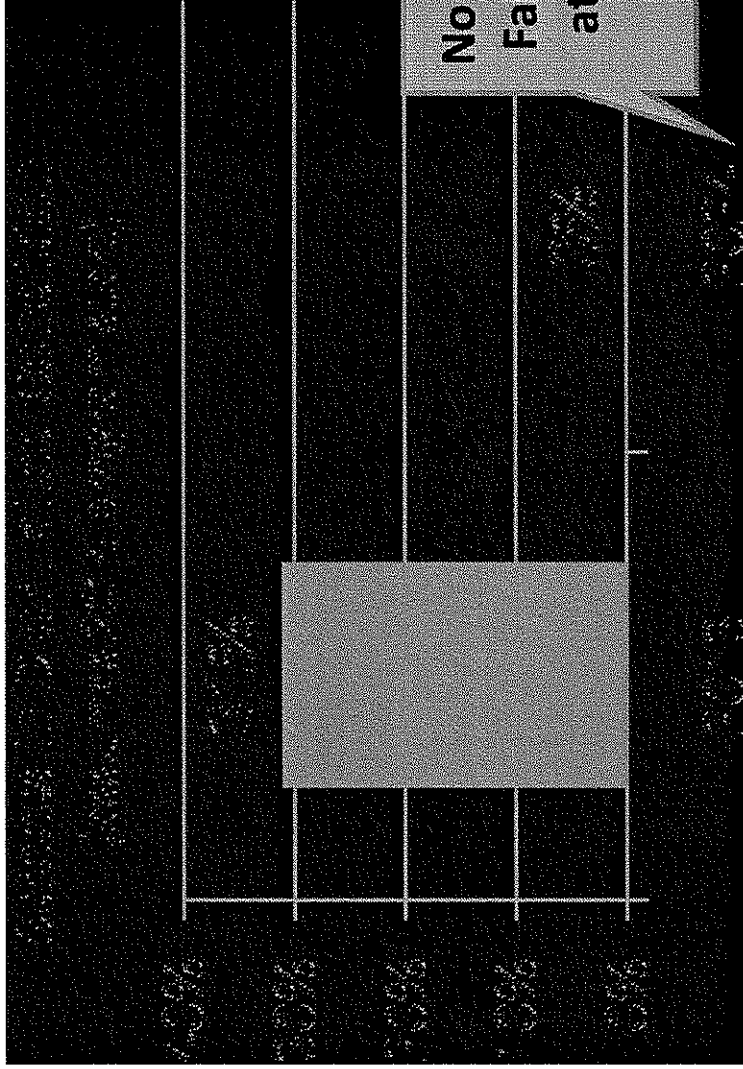
- The Bureau of Street Services inspects the condition of every LA street in a three-year cycle, using a specially equipped van with high definition (HD) video cameras
- HD video images of road surface distress are analyzed, categorized and entered into MicroPAVER database. Streets are graded as A, B, C, D or Failed
- Maintenance and rehabilitation activities are prioritized by MicroPAVER based on the most cost-effective strategy to prevent further degradation of the street



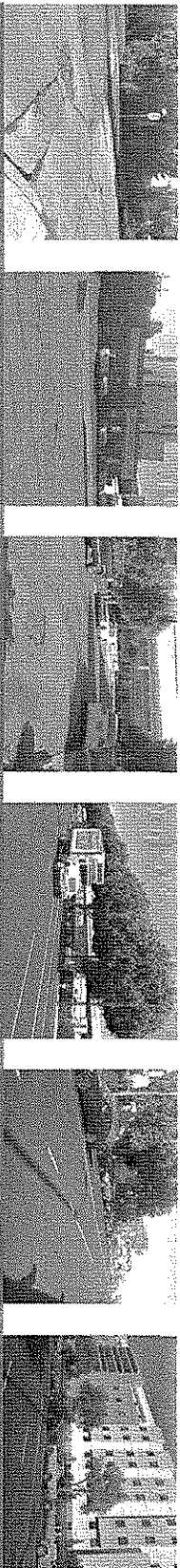
Los Angeles Emergency Local Street Safety
and Traffic Improvement Measure



Street Condition at End of 10-Year Program

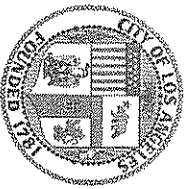


Los Angeles Emergency Local Street Safety and Traffic Improvement Measure

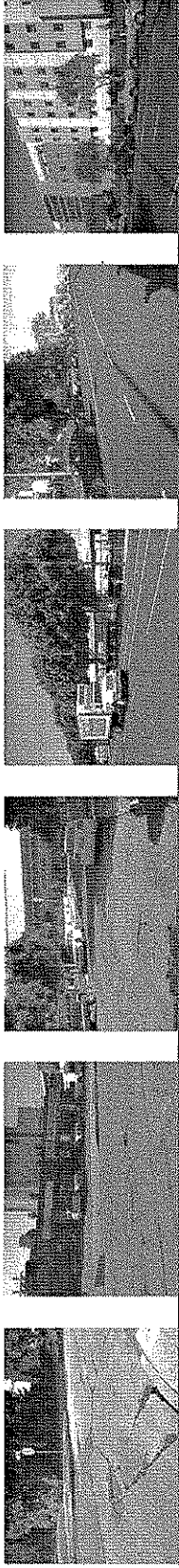


Transparency, Fairness and Accountability

- Bond-funded street projects will be selected using objective recommendations from MicroPAVER
- Maps of street condition for each Neighborhood Council area are available at <http://bss.lacity.org/NeighborhoodCouncil.htm>
- Property owners can view online project schedules, budgets and timelines, to monitor when their street will be repaired
- **New Citizen Oversight Committee** will regularly advise Council on program implementation
- **Bond funds cannot be used for any other City or State purpose**
- Bond funds will be deposited into special **Street Repair Trust Fund**, which will be **independently audited annually**



Los Angeles Emergency Local Street Safety
and Traffic Improvement Measure

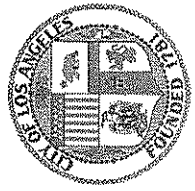


Typical Property Owner Payments

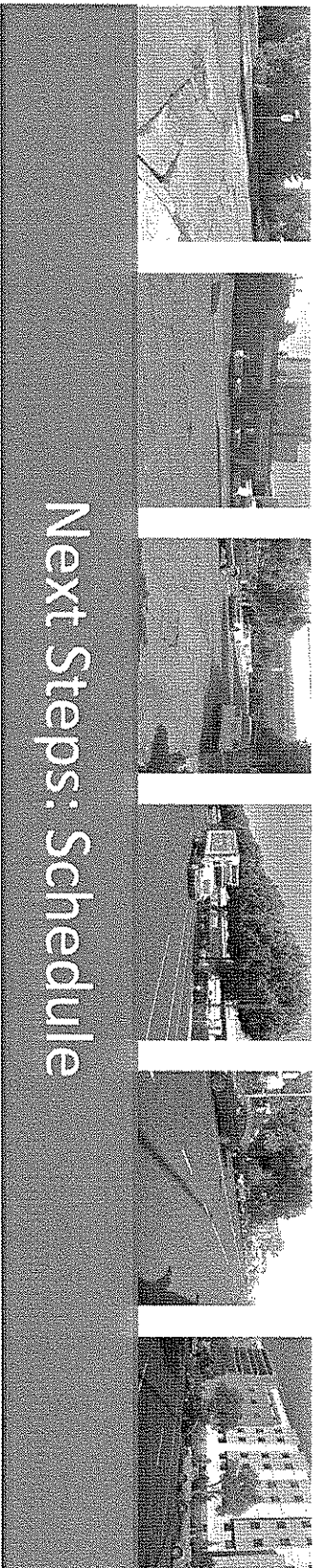
The amount a property owner pays annually will be based on the assessed value of real property and the timing of bond issuances in the total amount of \$3 billion.

For example assessed value of real property per \$100,000:

- \$3 billion in bonds is issued in increments of \$300 million per year, for 10 years.
- The average annual payment over the life of the pay back period will be \$34
- The average monthly payment over life of the payback period will be \$2.89

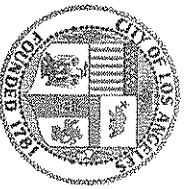


Los Angeles Emergency Local Street Safety
and Traffic Improvement Measure



Next Steps: Schedule

- Jan. 4: Motion introduced to place Los Angeles Emergency Local Street Safety and Traffic Improvement Measure on ballot
- Jan. 9: Motion approved by Council, including request for City Attorney to prepare resolutions placing Measure on May 21, 2013 ballot
- Jan. 9-28: Community Outreach Period
- Jan. 29: Last day for Council adoption of Resolution of Necessity
- Jan. 30: Last day for Council adoption of election resolutions
- May 21: Election day



Los Angeles Emergency Local Street Safety
and Traffic Improvement Measure