

CITY OF LOS ANGELES
INTERDEPARTMENTAL CORRESPONDENCE

Date: March 4, 2020

To: The Honorable Nury Martinez, President
Los Angeles City Council

c/o Holly L. Wolcott
City Clerk
City Hall Room 360

From: Gary Lee Moore, City Engineer
Bureau of Engineering

Adel Hagekhalil, Director
Bureau of Street Services

Enrique C. Zaldivar, Director and General Manager
LA Sanitation and Environment

Seleta J. Reynolds, General Manager
Department of Transportation

SUBJECT: **AVALON BOULEVARD COMPLETE STREETS PROJECT MODIFIED
SCOPE, COUNCIL FILE 17-0950**

RECOMMENDATION

That the Council:

1. APPROVE the modified segment and scope of the Avalon Boulevard Complete Streets Project, as shown in Table A, in order to provide for the delivery of all base scope elements consistent with the Complete Streets Project Planning, Pre-Design and Design Checklist approved under Council File 17-0950-S2.
2. INSTRUCT the Los Angeles Department of Transportation (LADOT), the Bureau of Street Services (StreetsLA) and the Bureau of Sanitation (LASAN) to proceed with delivering complete streets improvements where practicable in the remaining segments of Avalon Boulevard that can be integrated within their respective capital and maintenance programs, as discussed in this report.
3. INSTRUCT the Bureau of Engineering (BOE) to provide design and construction management services for the LADOT Vision Zero improvements in the remaining segments as discussed in this report, apart from the Complete Streets Program project.

BACKGROUND

The Complete Streets Program, also referred to as the Street Reconstruction/Vision Zero Program, is funded in part by the elected SB1 State Highway Maintenance and Rehabilitation funds. Accordingly, local agencies, such as the City of Los Angeles, quickly identified eligible projects when funding became available. In response, the program developed a scope of six projects that were excellent candidates for the inaugural first year of the Complete Streets Program; recognizing that standard project development procedures, including field analysis, parking analysis, traffic analysis, pre-design, and additional community engagement would have to be performed concurrently and could ultimately result in refined scopes.

On March 28, 2018, the Mayor concurred with the actions of City Council adopting budget limits for the Street Reconstruction and Vision Zero Program for 2017-2018, Council File 17-0950. The Council action, as recommended in the CAO report of February 16, 2018, establishes a work plan for the Street Reconstruction/Vision Zero Program's implementation, which is phased over multiple years.

Council action Item No. 7 instructed the City Engineer to include sidewalk repair and green street stormwater compliance elements in the designs for the first six Complete Streets projects, including curb extensions and protected bike lanes for the Avalon Boulevard project. The Council instructed the Departments to report back with the final project budget, working with the Council offices of the districts that include each of those projects, to maximize the amount of work performed while keeping costs within set budgets.

Additionally, Council action Item No. 8 instructed BOE, LADOT, and StreetsLA not to implement any phase of each of these projects if the cost of that phase is significantly higher than the projected budget and the Council has not already approved a new budget for the project.

Currently, of the original six projects, Roscoe Boulevard, Temple Street and Venice Boulevard are completed, and Main Street is scheduled for completion in the fall of 2020. The two remaining projects, Reseda Boulevard and Avalon Boulevard, are in design and pre-design, respectively.

Pursuant to these instructions, BOE, LADOT and StreetsLA, along with the program oversight body composed of City stakeholders, have worked together to prepare this report which summarizes the development of the Avalon Boulevard project, for your consideration.

DISCUSSION

The Los Angeles City Planning's Complete Streets Design Guide is a complement to the Mobility Plan 2035 that provides a compilation of design concepts and best practices that promote the major tenets of complete streets – safety and accessibility. As outlined in the guide and in California's Complete Streets Act of 2008 (AB 1358), the goal of having a complete street is to ensure that safety, accessibility, and convenience of all transportation users, (pedestrians, bicyclists, scooterists, transit riders, and motorists of all ages and abilities), are accommodated. In line with these guiding documents and other best practices, the Complete Streets Program's overarching goal is to improve the conditions of our City streets while promoting the safety, accessibility, and convenience of all transportation users. The Complete Streets Program projects must, at a minimum, achieve good pavement condition, incorporate safety improvements, repair severely damaged sidewalks and, where applicable, construct green infrastructure elements. Recognizing that street reconstruction is a major capital effort both in terms of resources and impacts to the community, it also presents a significant opportunity to leverage resources to cost-effectively address all of these much-needed infrastructure elements at one time.

Since the initiation of the Complete Streets Program, the City has developed a more robust approach to community engagement, especially with respect to transportation projects. BOE and LADOT's approach to engagement supporting the Avalon Boulevard project includes continual public engagement and education supported by project specific events. LADOT continues to partner with the three Council offices of Avalon Boulevard, and community leaders, on public engagement. LADOT is deploying a broad range of engagement techniques to reach the diverse array of stakeholders along the 6-mile Avalon Boulevard project area. The Department hosted interfaith events along the corridor, midnight bike rides to reach younger community members, and hubs in storefronts along the corridors, each featuring partnerships with a different community-based organization (faith based, children, aging adults, non-traditional bicyclists). LADOT's community engagement efforts ramped-up significantly in the spring of 2019, leading up to a South LA Open House last summer. Throughout all activities, LADOT has been assessing and collating community feedback on the project.

In conjunction with the public engagement feedback, the project team, per Council direction, revisited the previous scope elements to ensure the performance of Vision Zero safety elements by including relevant scope elements in concrete, such as protected bike lanes and curb extensions. Additionally, pavement quantities were updated based on detailed field analysis of recent pavement testing.

Considering feedback from the Council offices, public and business engagement, and additional transportation and engineering analysis, the following project elements are included in the project recommendation and are consistent with the approved Complete Streets Project Planning, Pre-Design and Design Checklist, approved under Council File 17-0950-S2.

Complete Streets Project Scope Elements

A. Street Reconstruction / Resurfacing / Slurry Seal Elements

- **Resurfacing / Reconstruction/ Slurry Seal Coating** – resurface poor and fair pavement, remove and replace failed pavement, slurry coat to seal fair to good pavement
- **Broken Curb and Gutter** – replace where damaged or where subsidence occurred
- **Concrete Bus Pads Missing** – construct missing bus pads at existing bus stops
- **ADA Crosswalk Improvements** – regrade and reconstruct for compliance associated with reconstruction/resurfacing
- **ADA Curb Ramp Improvements** – construction, remove and replace non-compliant ramps associated with reconstruction/resurfacing
- **Utility Relocations** – reroute as needed where conflicting with planned improvements
- **Localized Drainage Mitigation** – of known localized drainage issues

B. Vision Zero Safety Elements

- **Striping, Signage, and Traffic Signals** – install protected left-turn phasing and striping including a permanent roadway reconfiguration that will remove a thru lane in each direction and install new bicycle lanes
- **Curb Extensions** – permanently widen sidewalk locations using concrete at select intersections or midway along a street
- **Pedestrian Islands** – install pedestrian islands at locations to enhance safety
- **Bus Boarding Islands/ Protecting Bike Lanes** – install in-lane stops to improve transit efficiency and enhanced transit stops for bus riders, while protecting the bike lanes

C. Sidewalk Repair

- **Repair Areas of Severe Uplift** –repair severely damaged sidewalk, (as defined in the Sidewalk Repair Program)
- **Tree Removal and Replacement** – remove and replace trees as necessary for associated sidewalk repair
- **Eliminate Tripping Hazards** – where feasible, mitigate sidewalk hazards with cutting/grinding
- **ADA Curb Ramp Improvements** – remove and replace for compliance, where associated with adjacent sidewalk repairs

D. Green Infrastructure

- **Bioswales or Rain Gardens** – construct where conditions are favorable
- **Drywells** – construct where conditions are favorable
- **Permeable or Porous Pavement** – construct where conditions are favorable
- **New Trees and Tree Wells** – install where practicable based on spacing standards

Avalon Boulevard Complete Streets Project

This report recommends approval of modified segment of the Avalon Boulevard Complete Streets Project from Manchester Avenue to 56th Street, with additional targeted sidewalk repair through 51st Street, having a total of 2.2 centerline miles (Attachment 1). This modified Complete Streets Project segment provides for the delivery of all base scope elements consistent with the Complete Streets Project Planning, Pre-Design and Design Checklist approved under Council File 17-0950-S2, within the adopted \$17,500,000 project budget for the Complete Streets Program (Table A).

The modified boundaries of the Avalon Boulevard Complete Streets project focuses on the segment of Avalon Boulevard that is in greatest need of street reconstruction/resurfacing and Vision Zero safety elements, and are based on existing pavement condition data and the ability to address severe injuries or deaths.

The resurfacing of pavement on the modified Complete Streets segment will upgrade 2.2 lane miles of Avalon Boulevard having portions that are of *Poor* and *Fair* pavement sections, based on its current Pavement Condition Index (PCI). The current pavement condition within the limits of this modified segment is 26.8% *Poor* and 43.6% *Fair*. Utilizing an engineered resurfacing approach, it will bring Avalon Boulevard to a *Good* pavement condition in these locations.

If resurfacing is postponed, the Street Reconstruction/Resurfacing costs to the City could potentially increase approximately 35%, when additional deterioration leads to the need for a full reconstruction of a failed street section involving demolition and reconstruction of the entire depth of pavement.

The Vision Zero transportation safety improvements included in the modified Complete Streets segment are projected to reduce the number of crashes resulting in deaths and severe injuries over the 2.2 centerline-mile priority corridor segment by more than 50%, from 16 in the previous 5-year period to an estimate of 7 over a comparable five-year period after installation. This considers crash reduction factors associated with the proposed safety treatments, including a permanent roadway reconfiguration. The modified segment includes Vision Zero safety treatments such as new signals, protected left turn traffic signal upgrades, signal modifications, bus boarding islands, concrete curb extensions, concrete pedestrian islands protecting bike lanes, new striping, and signage.

Feedback from community outreach found a need for additional safe and usable pedestrian connectivity from 56th Street to the South Park located at 51st Street. To achieve this, the modified Avalon Boulevard Complete Streets segment includes targeted repair of severely damaged sidewalk on the west-side of Avalon Boulevard from 56th Street to 51st Street (Attachment 1).

The Avalon Boulevard final design is anticipated to be completed approximately 12 months from Council authorization. Construction will commence after the award of the construction contract, anticipated to occur 4 to 6 months after design completion. The construction duration will take approximately 18 months.

Additional Improvements on Avalon Boulevard Northern and Southern Segments

Street Improvements on the remaining southern and northern segments (Attachment 2) of the corridor limits will not be included as part of the Complete Streets Program. Rather, key improvements identified in these segments will be delivered through other capital and maintenance programs managed by LADOT, StreetsLA, and LASAN. These commitments align with best practices that promote the major tenets of the program's goal of having a complete street, to ensure that safety, accessibility and the convenience to all transportation users are accommodated. The following is an outline of commitments endorsed by each agency:

Additional Avalon Boulevard Improvements by LADOT

As part of an existing funded Vision Zero Program, LADOT will provide traffic signal improvements along Avalon Boulevard. In addition to the signal improvements, LADOT will utilize the FY19-20 \$5,000,000 allocation in Vision Zero funding for design and construction of curb extensions, pedestrian refuge islands and bus boarding islands on the southern and northern segments of Avalon Boulevard.

LADOT will prioritize concrete elements where fatalities and severe injuries have occurred, consider areas of high pedestrian activity, and look for opportunities to value engineer the improvements. In partnership with LADOT, BOE will complete the civil engineering design for the scoped concrete elements and serve as construction managers for the civil construction, as part of the LADOT's \$5-million Vision Zero budget.

Prior to implementation of the improvements in concrete, LADOT, in collaboration with StreetsLA, will implement a separate safety project along the entire corridor from Jefferson Boulevard to 120th Street. This safety project includes a lane reconfiguration utilizing temporary materials and striping and removes one through-lane in each direction. The project also installs bike lanes and temporary curb extensions. This will achieve key primary goals earlier by prioritizing the safety of vulnerable users along the corridor, providing safer crossings, reducing vehicular conflicts and more clearly defining the right-of-way for the various modes.

Additional Avalon Boulevard Improvements by StreetsLA

StreetsLA will include resurfacing (3.80 lane miles) and slurring (19.0 lane miles) in future-year programs. Below is the scope of work for Avalon Boulevard from 120th Street to Jefferson Boulevard that can be improved by StreetsLA, excluding the Complete Streets' middle segment from Manchester Avenue to the northern resurfacing limit at 56th Street (12.60 lane miles):

Improvement	From	To	Lane-miles
Slurry	Jefferson Bl.	MLK Bl.	1.6
Resurfacing	MLK Bl.	41st Pl.	0.8
Slurry	41st. Pl.	56th St.	6.7
Slurry	Manchester Av.	113th St.	10.7
Resurfacing	113th. St.	120th. St.	3.0

In addition to the scope above for resurfacing and slurry, StreetsLA can construct:

Improvement	From	To
2 Bus Pads	Jefferson Bl.	56th. St
1 Layover Bus Pad	113th. St.	120th. St.

Additional Avalon Boulevard Improvements by LASAN

LASAN has received a number of grants to plant trees across the City of Los Angeles. Avalon Boulevard is designated as eligible for LASAN tree grant improvements. BOE, in partnership with LASAN and StreetsLA, will coordinate additional tree planting work and maintenance along the Avalon Boulevard corridor, as feasible.

FISCAL IMPACT

Approval of the modified segment of Avalon Boulevard Complete Streets Project will not increase the project's budget nor impact the General Fund. The adopted budget for the Avalon Boulevard Complete Streets Project is \$17,500,000.

Approval of design and construction of Vision Zero safety improvements located within the remaining Avalon Boulevard segments, as discussed in this report, using the \$5,000,000 allocation in Vision Zero funding (FY18-19, Fund 59V, Account 50RKJQ) for concrete elements will not impact the General Fund.

If you should have any questions, please contact Deputy City Engineer Julie Sauter of BOE at (213) 847-2230, or Assistant Director Keith Mozee of StreetsLA at (213) 847-3200, or Assistant General Manager, Daniel Mitchell of LADOT at (213) 972-8432.

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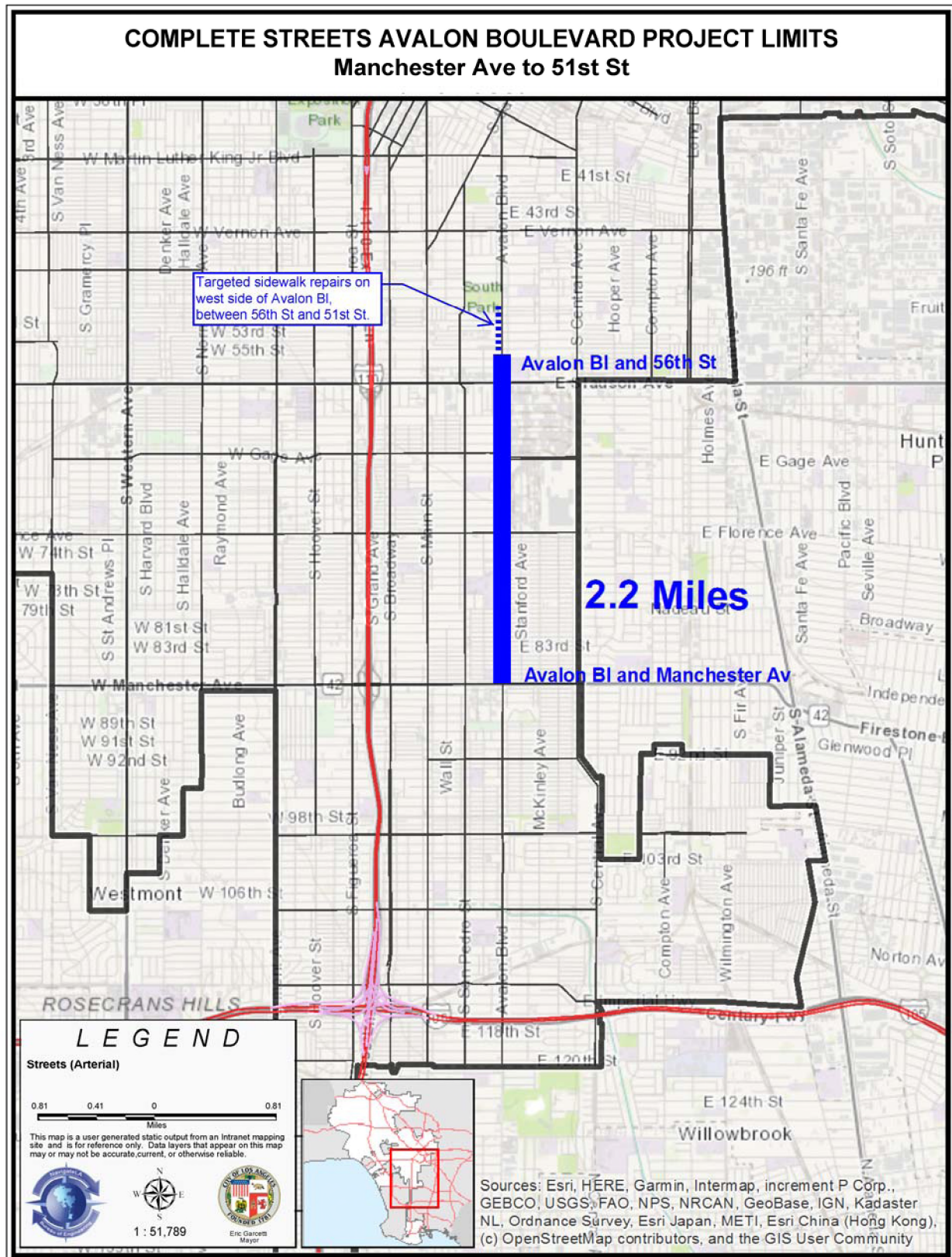
Attachments

cc: Liz Crosson, Office of the Mayor
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TABLE A
Avalon Boulevard Complete Streets Project Budget

Scope Elements	Modified Scope and Budget Manchester Ave to 51st St
Street Reconstruction / Resurfacing <ul style="list-style-type: none"> • Resurfacing/ Reconstruction/ Slurry Seal • Broken Curb and Gutter • Concrete Bus Pads Missing • ADA Crosswalk Improvement Compliance • ADA Curb Ramp Improvement Compliance • Utility Relocations • Localized Drainage Mitigation Known 	\$4,224,000
Vision Zero Safety Elements <ul style="list-style-type: none"> • Striping, Signage and Traffic Signals • Curb Extensions • Pedestrian Islands • Bus Boarding Island/ Protecting Bike Lanes 	\$5,219,000
Sidewalk Repair <ul style="list-style-type: none"> • Repair Areas of Severe Uplift • Tree Removal and Replacement • Eliminate Tripping Hazards (cutting/grinding) • Adjacent ADA Curb Ramp Improvements 	\$2,311,000
Green Infrastructure <ul style="list-style-type: none"> • Bioswales or Rain Gardens • Drywells • Permeable or Porous Pavement • New Trees and Tree Wells 	\$2,045,000
Construction Total	\$13,799,000
Delivery Costs	\$3,701,000
TOTAL PROJECT BUDGET	\$17,500,000

Attachment 1



Attachment 2

